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ABSTRACT

This report identifies and examines current approaches to the provision of second- and third-level services in provincial school systems serving remote areas of Canada, and assesses the applicability of these approaches for First Nations schools. Second-level services are typically provided at the school board or system level and include curriculum adaptation, consultants, legal advice, and program implementation. Third-level services are offered by the provincial ministry and include curriculum development, research, evaluation, policy development, and general goals or standards for education. A literature review examines advantages and disadvantages of small school-community contexts, the central question of equity regarding rural student access to a variety of programs and educational benefits, and trends in administrative organization toward cooperation and sharing. Eleven case studies describe and analyze educational innovations in sparsely populated areas of Canada and the United States. Each case describes clients served; types of educational support services; financing and scope of services; control, decision making, and accountability; adaptations; and outcomes. Five developments were initiated by governments primarily in response to political and economic factors, three came about because of school board action to solve problems and improve services, and three were the result of communities driven by minority cultural aspirations. Organizational arrangements include cooperative services agencies, consortia, multidistrict school boards, interdistrict cooperative agreements, a distance learning center, and (U.S.) regional educational laboratories. In all cases, the emphasis was on decentralization, collaboration, and local control. However, collaborative processes are slower than hierarchical ones; implementation of cooperative arrangements was usually slow and sometimes painful. The last section of the report addresses implications for Aboriginal use of provincial educational services. The goal of self-determination must guide decisions about how services, practices, and policies from non-Native education institutions are screened and adapted to First Nations schools. Appendices contain 86 references, student and parent survey results, and other data collected in the study. (LP)

ED 389 482

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ORGANIZATION OF EDUCATIONAL SERVICES IN SPARSELY POPULATED REGIONS OF CANADA

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ORGANIZATION OF EDUCATIONAL SERVICES IN SPARSELY POPULATED REGIONS OF CANADA

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June 1995

The views expressed in this report are those of
the authors and not necessarily those of the
Department of Indian Affairs and Northern Development

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EXECUTIVE SUMMARY

> *They told me to tell you the time is now.*
> *They want you to know how they feel.*
> *So listen carefully, look toward the sun.*
> *The Elders are watching.*
> (Bouchard & Vickers, 1990).

The objectives of this study were to (1) identify and examine current approaches to the provision of second and third level services in provincial school systems serving remote areas of Canada and (2) to assess their applicability for First Nations schools. Research questions focused attention on: clients being served; types and scope of service; process for decision making, control and accountability; adaptations; and outcomes. The research methodology included:

(1) Gathering data by means of a review of current literature about small, rural communities and schools in Canadian, Australian, and American contexts, to identify trends and issues.

(2) Examining ten innovative approaches from across Canada for the provision of services. For each case study, a site visit was made, an interview was conducted and print material were reviewed. Case study findings were analyzed within conceptual frameworks which stressed political, structural, human resource and symbolic/cultural aspects of educational organizations.

(3) Two members of the research team also developed a First Nations conceptual framework with which to assess the applicability of the second and third level services.

Literature Review

The literature review indicated that, while both advantages and disadvantages of small school-community contexts are recognized, there is a central issue around the question of equity - that is, equity of student access to a variety of programs and equity of benefit from schooling. The Charter, Treaties and recent court decisions combined with stronger, united voices of people from isolated communities add urgency to the issue. It is further exacerbated by economic problems, declining population (enrollment), public pressure for accountability and lack of agreement about indicators of quality in schooling. The literature also included reports of many new approaches to addressing the equity issue by improving support services to small schools in sparsely populated regions.

Case Studies

Five of the innovative approaches were initiated by governments primarily in response to political and economic factors, three have come about because of the response of school boards to technical problems and three are the result of groups of communities being driven by cultural aspirations. Clients range from governments wanting to offer leadership and service to all partners in education to single purpose projects for volume purchasing, Aboriginal education, distance learning or improving service to students with special needs. There was found to be emphasis in all cases on decentralization, collaboration and local control. Accountability also received considerable attention, not only through the usual financial audits and elections, but also by means of conditional funding, regular program reviews and contracting out for services.

Success is associated with several factors. In the community-initiated projects strong minority cultural factors (Acadian, Francophone and Anglophone) provided impetus and focus to the efforts of the people. Provincial governments in each case responded with new political structures and financial support and the minority groups agreed to work within provincial legislation for education. Other examples of integrated, focused developments are the numerous reforms in New Brunswick and the general operations of the Frontier School Division in Manitoba. Consortia of school boards for purchasing, consulting, supervision, distance education and other services are to be commended for trying new approaches but they typically lack integration with other aspects of schooling and encounter difficulties because strategic planning, problem solving, decision making and conflict resolution skills have not been developed to a level equal to the challenges and tasks before the groups. A related finding is that consortia usually do not have strong information systems as a basis for decision making, accountability and evaluation.

In many ways the innovative approaches investigated in this study are somewhere between two world views: (1) the traditional, hierarchical organizations for education based on beliefs in absolute truths and relatively stable conditions and, (2) emerging paradigms of constructed knowledge, shared leadership and networks of lifelong learners relating to a complex and uncertain environment. The concluding section of the paper provides some insight into the perspectives of First Nations toward support services for education and how they could be effectively implemented.

First Nations Conceptual Framework

In order to develop a First Nations conceptual framework, for evaluating applicability of public/provincial educational second and third level services, the research team acknowledged the need to stop the predominant approach of *education for assimilation*, which has predominated First Nations schooling since contact with the non-native missionaries. The goal of *education for self-determination* was advocated, with a recommendation to re-examine the 1973 policy of *Indian Control of Indian Education*, for philosophical and conceptual guidance. The question *What does First Nations control of First Nations education mean?* must guide decisions about how services, practices, and policies from the non-Native education institutions are screened and adapted to First Nations schools. The research team recommended the development and articulation of First Nations community cultural values to provide the framework to identify, select, implement, and evaluate the second and third level educational services from provincial educational systems. Cultural traditions, and stories were provided as examples of processes to develop a true First Nations educational framework.

Four options were identified as possible approaches:

(1) to implement current best practices from provincial educational systems;
(2) to reject non-First Nations practices;
(3) to take the best of both worlds; and
(4) to develop a value based choice.

These options were presented as matters of degree rather than mutually separate alternatives.

Further research is required to realistically evaluate the applicability of second and third level services and to assist in the development of appropriate First Nations educational services which will achieve the goal of education for self-determination. Suggested guideline for the research included:

- it should be contracted to a First Nations organization;
- it should have direct participation of a sample of Band schools and educational authorities;
- it should use an action research/case study methodology;
- it should suggest some priorities for services and delivery arrangements;
- it should test an implementation strategy and make recommendations for implementation;

The implementation strategy should:

- identify and describe in a local context First Nations values for making educational decisions;
- develop concrete examples of values for use in educational processes;
- develop an inventory of First Nations educational assets at the school, community/tribal Nation, and educational authority levels;
- develop a menu of second and third level services to be provided;
- set up a delivery arrangement with associated costs and evaluation processes;
- implement services and continue ongoing evaluation of outcomes.

ORGANIZATION FOR SECOND AND THIRD LEVEL SERVICES IN ELEMENTARY AND SECONDARY SCHOOLS IN SPARSELY POPULATED REGIONS OF CANADA

1.0 INTRODUCTION

Rural education has been a focus of attention in many countries for most of this century. In 1908 the National Rural Education Association was established in the United States. Australia has always been a leader in providing for education in vast, remote areas. Formal, international studies of education for rural development were commissioned about twenty years ago by IBRD (World Bank) and UNICEF in countries such as Cuba, Kenya, Sri Lanka, Colombia and the Philippines (Ahmed and Coombs, 1975). Later, the Centre for Educational Research and Innovation and the Organization for Economic Cooperation and Development (OECD) sponsored a study of rural education in countries such as Portugal, Scotland, New Zealand, Finland and Norway. In this decade: burgeoning global population has caused leaders to think that more people will have to move to sparsely populated areas; economic problems have highlighted the importance of developing human resources in all parts of the country; environmental concerns include damage done in remote areas by agriculture, mining, lumber and fishing industries; shifting value systems question whether "bigger is better"; technological advances make it possible to live in the country but be connected to the larger society; and the stronger voices of Aboriginal and other non-urban groups have combined to put learning and living in sparsely populated areas on national agendas. Considerations such as these prompted Canada's Department of Indian and Northern Development (DIAND) to have an investigation done into second and third level services for provincial elementary and secondary schools in rural and remote regions of the country.

2.0 THE STUDY

2.1 OBJECTIVE

The objective of this study was to identify the current approaches to the organization and scale of second and third level educational support services provided to non-Aboriginal elementary and secondary schools in sparsely populated regions of Canada.

2.2 RESEARCH QUESTIONS

For each case studied answers to the following questions were sought.

a) What is the profile of the client population?
b) What types of services are available?
c) Are there "rules of thumb" or regulations governing the extent to which services are provided?
d) What are the processes for decision-making, control and accountability at each level?
e) How do the organizations adapt to changing environmental circumstances?
f) What organizational designs, processes, administration, and/or agreements are most effective in sparsely populated areas.

2.3 METHODOLOGY

The general approach to this study was naturalistic in the sense that it was holistic and contextual with emphasis on insiders' views. Owens (1982) elaborated by stating that naturalistic inquiry "seeks to illuminate social realities, human perceptions, and organizational realities untainted by the intrusion of formal measurement procedures or re-ordering the situation to fit the preconceived notions of the investigator". While emphasis was on qualitative data, some quantitative information was required to answer the research questions.

The conceptual framework, presented in detail in section 4.0, is consistent with the general approach and appropriate for analyses of findings related to the research questions. Its use enabled the researchers to consider multiple political, technical and cultural factors interacting over time in each site.

Specific procedures of the study team included:

- library searches based on the Educational Resources Information Center and the Education Index;
- the collection of print material from departments of education and case study sites across Canada;
- an interview with the Editor of the Small Schools Network in Toronto;

- fifteen in-depth interviews at eleven sites in eight provinces and in the Northwest Territories;
- a summary of material from earlier work in Canada and in rural education centers in Colorado and in Western Australia;
- careful consideration of the applicability and implications of findings for First Nations' schools across Canada, and
- addressing the question of trustworthiness of naturalistic studies (Guba, 1981) by using earlier studies of some cases to extend the period of time during which data were collected, drawing upon multiple sources of data, describing context in some detail, building perception checks into interviews and engaging in extensive peer debriefing.

2.4 ASSUMPTIONS, DELIMITATIONS AND LIMITATIONS

Research team members recognized the complexity of organizational developments particularly when examined holistically in context. It is assumed, however, with the delimitations and limitations set forth below, that useful, credible findings have been generated from this study. It is further assumed that schools in sparsely populated areas need, and will continue to require, support services and that there is no one best way to provide them - hence, the need to examine multiple sites and carefully consider contextual factors which shape developments. A final assumption is that knowledge is gained incrementally so it is important to build upon what has been learned in earlier, related studies and to realize that this investigation will lead to questions as well as to working hypotheses grounded in certain contexts.

This study was delimited to ten developments across Canada. Data collection was confined to one major interview and to related print materials in each site during October and November, 1994 - a "snapshot" in the history of an organizational change. Further, virtually all interviews were with school system administrators who were concentrating on the implementation of policy. Interviews with policy developers or with clients for whom the policy was intended were not possible within the parameters of this study.

There are also inherent limitations to work of this nature. Respondents may hesitate to share their views honestly for political or other reasons. The study team must also record a bias toward community-based education supported by system, provincial and even federal levels of the organization for education.

2.5 DEFINITIONS

Several definitions are central to this study:

- Small schools are those located in small communities of fewer than 5,000 people. This term is more general than remote or rural (which is usually associated with agriculture) and it is more convenient than repeatedly using the expression "sparsely populated areas".

- First level services are provided in the school on a daily basis. Examples include teachers, para-professionals, administrative support, local curriculum adaptations and provisions for responding to students with special needs.

- Second level services are typically provided at the school board or system level. Examples include curriculum adaptation, consultants, legal advice, program implementation, supervision and staff development. Some tribal councils offer services at this level.

- Third level services are offered by the ministry. They include curriculum/program development, research, evaluation, policy development and general goals or standards for education.

- Ministry/Department of Education is a major component of provincial government operations. Headed by an elected Minister of Education, the Department is prominent not only because of the size of its budget but also due to the importance which people attach to elementary (approximately grades one to eight) and secondary (high school) education. A recent trend is for departments of education to include advanced (post-secondary) education. In Saskatchewan, for example, the department is Saskatchewan Education, Training and Employment.

  Departments, as noted above, are responsible for all aspects of education - organizational structure, funding, facilities, courses of study, teacher certification, policy, goals, standards and evaluation. Many departments have regional offices at various locations in the province.

- School boards operate within provincial legislation. In this study the term is used to mean elected boards in non-urban areas responsible for schooling in typically, ten to twelve communities. Boards have duties set forth in legislation for second level services, as indicated above, and also for school facilities, staff, student transportation and annual reports to rate payers.

- Local boards operate at the community level. They are usually elected. Their primary role is to advise the system board on local matters in relation to facilities, staff and local curriculum particularly in areas such as religious education, sex education and second languages.

- Schooling and education have different meaning. Schooling refers to "going to school" usually between the ages of about five and eighteen. Education, a broader term, is a lifelong pursuit for all age groups in the total community.

2.6 ORGANIZATION OF THE REPORT

The starting point for this report is to remind readers of some peculiarities in the organization for education in Canada compared to other countries. Special challenges in providing for education in sparsely populated regions are then presented. Innovative approaches to providing educational services in Australia, the United States and Canada are outlined as background for a review of change processes in educational organizations. The central major portion of the report is the presentation and analysis of data from the case studies across Canada. The two Aboriginal members of the study team share their views of educational services for First Nations in relation to the findings of this investigation in the final section.

3.0 LITERATURE REVIEW

The purpose of this literature review is to assemble a knowledge base for a study of second and third level services to small schools within provincial systems. Priority was given to materials published within the last few years and special efforts were made to locate Canadian studies.

3.1 ORGANIZATION FOR EDUCATION IN CANADA

It is important to realize before considering Euro-Canadian organization for education, that First Nations had emphasized, and facilitated, learning for centuries before Europeans arrived on the continent. We can see a priority for learning in the words of Smith Atimoyoo, a Cree Elder who went to Teachers' College with one of the study team members. He also attached a spiritual meaning to learning and growing when he said:

> We believe that in using our minds and bodies to the highest level possible, we were following in the way of the flowers and who were giving their greatest honor to the Creator by blossoming to the highest level of perfection (1979).

Unfortunately, Europeans failed to recognize and appreciate the learning and knowledge of First Nations. They proceeded to set up their own system.

Section 93 of the British North America Act of 1867 (now the Constitution Act) gave to the provinces the exclusive right to make laws in relation to education "in and for each province" with protection of minority rights as they existed when a region became a province. It is beyond the purposes of this study to review provincial organizations for education but some observations are relevant to our purposes.

- As early as 1872 the organization for education in Canada was seriously questioned in a letter from Sir John A. Macdonald to Egerton Ryerson. He expressed the view that education is vital in shaping a nation and regretted that it had not been made a federal responsibility.

- There are many similarities among provinces in terms of organizational structures for education, legislation, standards, curricula and arrangements for funding. At the same time there are important differences: for example, only Ontario, Saskatchewan and Alberta have separate (Catholic) schools, Quebec has a dual system and Newfoundland has denominational school boards.

- Currently all provinces have major reviews and/or reforms underway in attempts to respond to pressures related to the economy, equity, accountability, governance, delivery and quality of schools.

- National organizations such as the Assembly of First Nations, the National Metis Council, the Canadian Education Association, the Canadian School Trustees' Association, the Canadian Teachers' Federation and the Council of Ministers of Education are increasingly prominent.
- Reports such as Canada at the Crossroads (Porter, 1991) link the country's performance in the international market directly to education. Training for employment, national testing of elementary and secondary students and minority rights to education are major public issues.
- Treaty rights to education for First Nations are generally accepted and supported despite some questions of interpretation.
- Education in Canada, compared to many countries including the United States and Australia, is decentralized. Providing services to small school communities is, nevertheless, a major challenge.

3.2 EDUCATION IN SPARSELY POPULATED REGIONS

Facts and figures confirm general observations and media reports regarding urbanization as a major social phenomenon in Canada during the last half century. The Canadian Global Almanac, 1994, shows that the percentage of Canada's population considered rural has dropped from 45.5 percent in 1941 to 23.4 percent in 1991. What is surprising to many is that in 1986 only 14.9 percent of the rural population was engaged in farming and the number has no doubt decreased since then. It is important, then, not to assume an agricultural economic base in small school communities - it may be fishing, forestry, mining, tourism or, in recent years, entrepreneurs working out of home with the assistance of communications technology.

In preparing this section of the report the study team wished to emphasize the importance of recognizing and respecting the rich diversity among small communities and the people who live in them. While we present general descriptions and summaries of trends and issues, the importance of recognizing unique features in every context cannot be overstated.

3.2.1 Small Communities

Dynamics of small communities and their connections to the larger society have been studied and written about for centuries. For purposes of this paper only a selected sample will be reported.

A 1968 book which still receives a good deal of attention was Small Town in Mass Society: Class, Power and Religion in a Rural Community by Vidich and Bensman. The central message is that the agencies and culture of mass institutions had penetrated so called "isolated" communities to the point where there was not a dichotomous difference between urban and rural. Land grants, utility companies and marketing boards, for example, controlled small communities according to these writers and there was no basis in fact of democratic self-determination. The same point was made in 1976 by Terreberry who described most small communities as stable in terms of mobility of people, ethnic homogeneity, economic base and values. The external environment, however, was turbulent because the accelerating rate and complexity of change meant no one system (community) could predict and control consequences of their actions. Community officials, thus, would feel powerless in relation to the interactive effects of political, economic and social systems. Another perspective was added by Sher (1977) who said that political conservatism and cultural homogeneity in rural areas supports stable conditions. Boyd and Immeghart (1977) added that isolation, traditional localized values and shortage of resources make change difficult.

Not all authorities are so pessimistic about the viability of small communities. McGivney and Moynihan (1972) were critical of the work of Vidich and Bensman and claimed the concept of community was thriving at least in a political sense as governments favored sparsely populated areas. They stressed the need to see schools and communities both horizontally (internally) and vertically (connections to the larger society). Using such a framework, both schools and communities could be labelled as "local" or "cosmopolitan". Luther and Wall (1986) have published material on a strategic planning approach to developing entrepreneurial communities. DeWitt, Batie and Norris (1988) think trends of economic hardship and population decline can be reversed if communities mobilize their energy and resources to support long-term, broadly-based economic development and if governments and communities forge new alliances. A 1989 report to the Congress of the United States described the rural context as being diverse and economically unstable yet called for reforms in education with the reminder that there is "no one best system". Haas and Lambert (1992) note chronic problems yet see hope in new approaches to support services.

A synthesis of views of small schools/communities in the United States has been presented by Nachtigal and Carlson. As part of his 1982 book Rural Education: In Search of a Better Way, Nachtigal summarized rural-urban differences - see Table 1. More recently Carlson presented views of the potential costs and benefits of rural school-community development as shown in Table 2. He is pointing out that both life and education in rural communities have costs and benefits from various perspectives. In the first row of the table, for example, from a psycho-social perspective, rural school-communities experience fragmentation of families as young people move away, more people at risk, diverse needs and excessive demands on schools. On the "up side" there is more awareness of general needs than in urban areas, more volunteerism, more apparent need for knowledge and hence increased recognition of the importance of schools - we have all heard of fights in rural areas regarding school closure. In appreciating rural-urban differences, however, it is important to recognize the complexity of life in either context and to respect the great diversity among both urban and rural communities.

Table 1

Rural-Urban Differences

Rural	Urban
Personal/tightly linked	Impersonal/loose
Generalists	Specialists
Homogeneous	Heterogeneous
Nonbureaucratic	Bureaucratic
Verbal communication	Written communication
Who said it	What was said
Time measured by seasons	Time by the clock/calendar
Traditional values	Liberal values
Entrepreneur	Corporate persons
"Make do" response to environment	Rational planning to control environment
Self-sufficiency	Leave problem solving to experts
Less disposable income	More disposable income
Less formal education	More formal education
Smaller	Larger
Low population density	Higher population density
Acquaintances - fewer, diverse in age/culture	Acquaintances - many, similar to self
School - to preserve local culture/ community	School - to get ahead in the world
Teachers - central to community	Teachers - separate from community
Students - known by everyone	Students - known by teachers and friends

Adapted from Paul Nachtigal, Rural Education: In Search of a Better Way, (1982), page 270.

Table 2

Potential Costs and Benefits of Rural Communities and Education

Dimension	Rural Commnities/Areas		Rural Education	
	Costs	Benefits	Costs	Benefits
Psycho-Social	*fragmentation of families (1 parent families) *increased at-risk, dependent populations	*greater awareness of general needs *return to grass-roots & self help (volunteerism)	*diversity of needs *excessive demands of public schools (schools as social service centers) *displaced energy in coping with change	*need for knowledge *recognition of importance of schools *importance of individual choice
Political	*loss of local control *greater disparity of SES groups *shift of power to metro centers *colonization of rural areas	*local political activism *recognition of interdependence *need to make critical choices	*divided/polarized communities *rejection of school budgets *increased competition for limited resources *teacher unionization	*education plays a more central role *greater involvement of parents & community members
Cultural	*loss of the rural ethic & spirit *dichotomizing of the arts & economic development *diminution of the humanities	*recapturing of rural history & meaning *a return to more fundamental values of family & community *grassroots development of the arts	*lowering of self esteem *arts seen as frivolous *rural schools seen as inferior *unbridled school consolidation	*a rediscovery of rural values & history *arts & humanities more widely accepted *greater emphasis on ethics

From Robert V. Carlson, The Costs and Benefits of an Investment in Rural Education from a Psychosocial-Political-Cultural Perspective. A paper delivered at the Annual Meeting of the American Educational Research Association, Boston, MA, 1990.

The researchers were not able to locate much literature or research regarding the development of small school/communities in Canada. Saskatchewan, perhaps like other provinces, has had a number of provincial studies and initiatives not typically available through library systems. Included in relatively recent developments in Saskatchewan are: a provincial government discussion paper Rural Education: Options for the '80's (1981); a report of a task force called Strategy for the Development of Rural Saskatchewan (1985); numerous planning studies in rural school jurisdictions (for example, Dibski, Newton and Sackney, 1988, Newton, Krause and Wilson, 1990); School Finance and Governance Review by Langlois and Scharf (1991); The Changing Role of Rural Communities in an Urbanizing World by Stabler, Olfert and Fulton (1992) - a study of 598 communities in the province based on central place (main service centres) theory; and Building a Community for Learning: Integrated School-Based Services (1992) published by the Research Centre of the Saskatchewan School Trustees Association. Currently the provincial government is in the process of decentralizing economic development and health care through the creation of community and regional boards. Time limitations did not make it possible to search for similar information in other parts of the country.

It is fair to say that small communities on this continent have been studied extensively. Concerns centre around economic instability, declining population and quality of education and of life. Some authorities see a revival of small communities based upon changing values, improved planning for economic development and increasingly apparent needs to undertake some redistribution of our planet's growing population into regions where there is space and where other natural resources are more plentiful than in metropolitan areas. The future of small communities, however, is a question and the Heartland Centre for Leadership development offers twenty clues to community survival as listed in Table 3. Another clue is undoubtedly the extent to which various studies and reports are followed by related action based upon an integrated view of the community and the school.

Table 3

Twenty clues to rural community survival

1. Evidence of community pride
2. Emphasis on quality in business and community life
3. Willingness to invest in the future
4. Participatory approach to community decision-making
5. Cooperative community spirit
6. Realistic appraisal of future opportunities
7. Awareness of competitive positioning
8. Knowledge of physical environment
9. Active economic development program
10. Deliberate transition of power to a younger generation of leaders
11. Acceptance of women in leadership roles
12. Strong belief in and support for education
13. Problem-solving approach to providing health care
14. Strong multi-generational family orientation
15. Strong presence of traditional institutions that are integral to community life
16. Attention to sound and well-maintained infrastructure
17. Careful use of fiscal resources
18. Sophisticated use of information resources
19. Willingness to seek help from the outside
20. Conviction that, in the long run, you have to do it yourself

Source: Heartland Center for Leadership Development, Lincoln, Nebraska.

3.2.2 Small Schools

Small schools, like small communities, have been examined from many perspectives and, again like the communities in which they exist, there appears to be both an "up side" and a "down side". Hull (1986), for example, noted that many small schools suffer from limited resources, restricted curriculum and isolation yet the tradition of sharing is evident. Matthes and Carlson (1986) found small schools to be insulated and with fewer opportunities for personal and professional growth yet many teachers chose small schools for advantages in pace of living, cost of living and "smallness". Barker (1985) claimed that many problems related to finances, shortages of teachers, changing social values and special interest groups were magnified in small high schools yet, due to smaller size, they offered the best opportunities to create a positive climate for teaching and learning. Foster and Martinize (1985) noted that small schools experience difficulty in staffing and in offering a wide variety of curriculum options yet students seemed more involved in activities that develop leadership qualities and close working relationships.

A major 1987 study (Talbert and others) compared 39 schools in rural Tennessee with a national sample in the Good Schools Project. The data analyses showed many statistically significant differences. Rural Tennessee teachers and students: had more traditional values regarding education; felt less support from parents and community; saw their schools as having fewer resources; found lower levels of commitment among teachers, staff and students; and thought their schools were reaching fewer of their goals compared to those in the Good School Project. The Tennessee rural teachers also saw critical thinking skills as less important than the Project teachers. Students in the Tennessee schools perceived teachers as encouraging critical thinking less, using less variety in instruction and placing more emphasis on the textbook. The rural teachers and students shared lower academic expectations. Administratively, rural Tennessee teachers felt less involvement in decision-making, lower levels of cooperation among teachers, less frequent recognition and less concern for each other. Of particular importance to this review is that the rural teachers were less positive than the other teachers regarding facilities and support services.

Other literature focuses specifically on various forms of support for teachers in small schools. Reed and Busby (1985) have said that teachers need incentives to teach in small schools and that social, monetary and psychological needs must all be considered. Trentham and Schaer (1985) found that rural teachers gained satisfaction primarily from students and peers whereas urban teachers drew satisfaction from having good facilities and opportunities for social and cultural development. In another rural-urban comparison, Matthes and Carlson (1986) summarized that teachers in small schools highlighted support from parents and community while those in urban contexts viewed administrative support as more important. Many writers report that teachers in small schools typically have limited opportunities for professional development or to be exposed to new ideas. In a Canadian context, Newton (1990 b) studied teachers' perceptions of support for program change. His findings indicate that teachers' most influential sources of support were their own professional preparation, extra effort and autonomy. Opportunities for inservice education were ranked high but organized staff development activities at the school level were relatively infrequent. When asked specifically about support for implementing multiple innovations, teachers said the most common forms of assistance were the superintendent, related teaching materials and discussion with other teachers. As early as 1980 a centre for the education of rural teachers specifically was established at Kent State University, Salem Campus, in partnership with local school districts in the Appalachian Region. More recent initiatives include ongoing staff development utilizing distance education technology (for example, Knapczyk, Brush, Champion, Hubbard and Rhodes, 1992; and Kendall, 1992).

Students, of course, are at the centre of the education enterprise and students in small schools have been the focus of many studies. It is generally agreed that "smallness" and lower pupil-teacher ratios make it possible to give individual attention and to personalize learning. In the minds of many, long bus rides and fewer curriculum options offset any advantages. Examples of studies into effects of small school communities on students include: Tuaglia and McIntire (1990) who described an Aspirations Project to raise aspirations of high school students for post-secondary education, improve academic performance, strengthen interpersonal relations and heighten self-efficacy of students and teachers; Phelps and Prock (1991) who found that in small schools equality of opportunity is an issue because there is more poverty, a higher percentage of handicapped, neglect of the gifted and a disproportionate amount of attention given to male students; and Berkeley and Ludlow (1991) who found a lack of trained personnel to address the problems of special needs students. Concerning levels of achievement in small schools, Sher (1988) claimed that there was no compelling evidence that larger schools provided a better education or cost savings to the state or to the district. A 1985 review of provincial diploma test results in Alberta showed that students in schools of fewer than 200 students had results above the provincial average in three subjects, below in three and equal in one. These results seem typical and inconclusive as to whether student outcomes are better in small or large schools. Rural-urban comparisons are certainly open to question because they are usually based upon narrow, provincial or standardized examinations which reflect the "industrial" model of education. We also need to be reminded of the great diversity among both small and large schools.

A development in this decade is to consider both schools and communities holistically - to recognize the interdependence among various parts of schools and communities and also to realize that schools and communities are dependent upon each other. This latter point was highlighted by Newton and Wright (1987) in a Canadian context, by Nachtigal (1991) in the United States and by an Australian, McLean (1981). Nachtigal observed that curricula, usually designed with urban needs in mind, are often at odds with local values and beliefs. Moreover, in his view, achieving success in school means leaving the community so a wedge is driven between the school and the community.

A useful summary of the advantages and disadvantages of small schools was presented to a prairie forum in Manitoba in 1990 - see Table 4. A sample of student and parent survey results is shown in Appendix A (Newton, Krause and Wilson, 1990). It can be seen that the highest percentages of students agreed with statements about high expectations for their achievement and about teachers' knowledge/preparation. The fewest agree with positive statements about student behavior, participation in decisions, teachers' personal interest in students and school spirit. Parents typically were found to have positive views about the school and its staff. The concerns of many centre around lack of voice in school matters and the general operation of the school system. The results of this survey and others, including some in Alberta, reveal that many potential advantages of small schools are not being realized. The challenge of course is to build upon the advantages of small schools and to minimize the disadvantages through ongoing school development programs. Newton and Newton (1992) have outlined in Table 5 how some school systems in sparsely populated areas have capitalized on context.

Table 4

Advantages and Disadvantages of Small Rural Schools

Factor	Advantages	Disadvantages
Financial		. Higher than average costs
Administration	. Less bureaucracy and red tape . Flatter organization . Principal knows students	. Principal has few peers with whom to interact . Lack of administrative assistance makes it necessary for principal to engage in administrative details
Teachers	. Lower pupil/teacher ratio . Teacher knows students . Teacher closer to overall administration of school and more aware of administrative concerns . Better able to integrate curriculum concepts across multiple subjects	. Must prepare and provide more courses . Teachers have few peers with whom to interact
Students	. More involvement in extra-curricular activities . More leadership opportunities . Achievement is equivalent to achievement in larger urban schools	. Students experience modest culture shock when moving out of the community for further education or employment
Community	. School is center of community . High levels of community support for school	. Small schools may resist change . Lack of cultural diversity limits opportunities for broad socialization
Guidance	. Teachers able to offer personal guidance and counselling	. School may be unduly influenced by community values
Atmosphere	. More humane and productive . More involvement of students teachers and community in cooperative ventures means better attitudes and higher expectations	. Smallness and remoteness may lead to feelings of inferiority
Program	. Results on achievement tests are often as good as results in larger schools and in some cases better (science may be an exception) . Good achievement potential in the affective domain	. Limited program choice . Limited resources . Little up-to-date technology . Lack of specialists capable of demonstrating excellence in areas of curriculum (e.g., fine arts, athletics, academics)
Other	. Greater community awareness and acceptance of school policy	

Source: Warren Hathaway, "Rural Education: Challenges and Opportunities," Prairie Forum on Rural Education, Brandon, Manitoba, November, 1990.

Table 5

Capitalizing on the Context of Small School Communities

Context	Capitalizing
Typical Advantages	
1. small population people know each other well	- school-community integration - locally relevant curriculum - "hands on" learning in the "real" world
2. low pupil-teacher ratios teacher generalists multi-grades	- individual attention - more student participation in discussion, leadership etc. - peer coaching, cooperative learning - program continuity
3. small operation administrators well known	- clearer, stronger voices of stakeholders - enhanced parent-community involvement - change is faster - less "red tape"
Typical Disadvantages	
4. isolation local politics and values	- vision for a sense of "pulling together" - monitoring and evaluation for realization of progress - need strong information systems for environmental scanning - distance education for total community
5. teacher recruitment, retention professional development	- incentives re housing, leadership opportunities etc. - professional development, networks - farsighted personnel policies, exchanges, etc.
6. vulnerability to personnel changes	- a learning organization involving all stakeholders

From Earle Newton and Patti Newton, Voices, Vision and Vitality: Redesigning Small Schools.(1992), p. 142.

It is important to note that the focus has shifted in the last decade from early attention to teachers in classrooms, to thinking of the school as the unit of change and now to seeing that effective school improvement requires concentrated effort at many levels of organization. The school-community is the focus of school development plans which are required in Western Australia. The Rural Initiative Program in the United States, operated through ten regional laboratories, is to support and coordinate the efforts of school communities, school boards and/or states engaged in cooperative ventures (Sanders, 1990). Crandall, Eiseman and Louis (1986) concluded that schools on their own have limited human resources for development and tend to get bogged down with competing priorities and local politics. A 1986 study by Fullan, Anderson and Newton included a county system in eastern Ontario where curriculum implementation was supported by system priorities and commitment, sound procedures, administrative leadership, high expectations, open climate, finances, selective use of external consultants and a spirit of continuous development. In that case, difficulties were related to teacher overload, lack of school-level leadership, limited financial resources, complexity of the implementation model, lack of clarity about the role of the school board and changes in board membership.

Small schools have been examined closely in the past decade, sometimes for economic or political reasons - like the threat of closure, and on other occasions because of concern about effectiveness or quality. Several trends and issues have emerged.

3.2.3 Trends and Issues

The issues seem similar among countries and over the last several years. After thorough study through the National Centre for Research on Rural Education at the University of Western Australia in 1981 it was concluded that major issues center around school-community relations, finance, Aboriginal education, teacher training, curriculum and decentralization of educational decision-making (Darnell and Simpon, p. 225). On another continent ten years later, the Federal Interagency Committee on Education in the United States identified their most compelling concerns to be school effectiveness, curriculum, school-community partnerships, human resources, use of technology, finance and governance (Journal of Research in Rural Education, editorial, p. 89). Current issues regarding small schools in Canada are commonly agreed to be quality of schooling, finance, equity, community involvement, accountability and governance. The current central issue in education in sparsely populated areas is equity. This means equity of access to a broad range of programs for students and equity of benefit. A court found funding for rural education in West Virginia unconstitutional. Canadian courts have decided that Francophone parents have the right to manage and control their own schools where numbers warrant. Parents in New Brunswick recently took a school board to court for lack of collaboration in a decision to change school calendars and won. The Charter, Treaties, increased recognition of human and Treaty rights and court decisions all emphasize equity. The issue in relation to schooling in sparsely populated areas is further exacerbated by economic problems, population (enrollment) decline, stronger, united demands of the public and lack of agreement about indicators of quality in schooling. Most provinces have initiatives underway to address the issues and several trends and dilemmas are discernible.

- The emerging view in rural education (Nachtigal, 1991; Sher, 1988) that there is "no one best way" to provide for education in sparsely populated areas is consistent with new paradigm positions that knowledge, rather than being absolute and universal, is relative and socially constructed - instead of being "scientific" it is "situated" in a particular context (Hargreaves, 1994).

- Related to new ideas about knowledge is a shift from hierarchy, control and power (those who have "the" knowledge) in organizations to decentralization, networks and shared power built in to organizations through communication, decision-making and problem-solving processes - (see, for example, Ogawa and Bossert, 1989; Senge, 1990; and Mitchell, 1994).

- In response to many factors, including scarcity, organizations have been described by Whetten (1981) as moving from closed, rational systems with administrators as problem solvers (one "right" answer) to being open, political entities with administrators as dilemma managers. An elaboration of this point has been made by Patterson, Purkey and Parker (1986) in their book Productive School Systems for a Nonrational World. There are many dilemmas in education in small school communities including the need to balance local and cosmopolitan norms and values, rural education as preparation for life in cities, and standardized (national) tests which are antithetical to the "hands on", inclusive nature of rural education (Haas and Lambert, 1992).

- A major issue, in the opinion of authorities such as Nachtigal (192) is that standards for schooling reflect an industrial, urban model. He highlights the need to emphasize what small schools are - instead of what they are not in comparison to urban schools.

- There is a strong trend toward more holistic approaches to the improvement of education. This is emphasis on the big picture (Fullan, 1991) or systemic thinking (Senge, 1990). At the root of this trend is the realization that "everything is connected to everything else" - our global community shares responsibility for the environment, commodity prices in Canada are affected by drought in Australia and even at a local level schools and communities are interdependent. It is interesting to realize that holistic views are an important part of the tradition of many First Nations.

- After decades of specialization and fragmentation, major developments are now underway to integrate the school curriculum, the school and community, and services to children and families "at risk". Partnerships and communities of learners are advocated by regional educational laboratories in the United States and by school systems across Canada. Experience with many short-lived school reforms has highlighted the importance of integrated authority and support at school, system and provincial/regional levels. A manifestation of this trend is the growing prominence of regional services for small schools and communities.

- There are many exciting developments related to distance education technology. According to Dr. John Davis, editor of Canada's Small Schools Network Newsletter, this area promises to have the greatest impact in providing support services to small school communities.

- Another discernible trend is related to public pressure for accountability. Carkhuff (1988) stresses the importance of both human and information capital. He asserts that effective organizations have current, relevant information particularly in regard to strategic, social issues. Schools traditionally have had very weak bases of information for documenting success and for making decisions. This is beginning to change with emphasis on conceptual clarity, quality indicators, monitoring and evaluation - see McEwen and Chow (1991) regarding the implementation of indicator systems in Alberta. Alcorn (1993) reporting on experience with decentralization of schooling in New Zealand warns, however, that strict accountability may inhibit learning and narrow the curriculum.

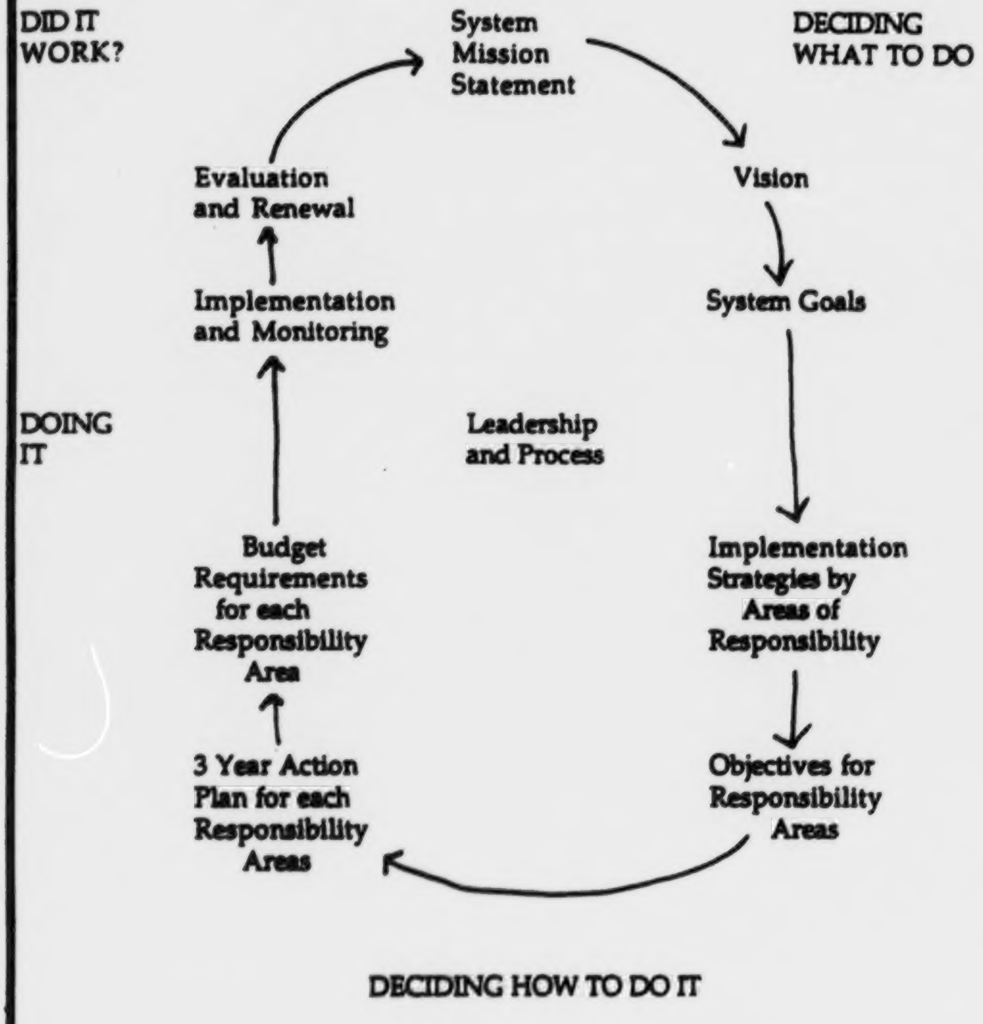
- A part of trends regarding the nature of knowledge, organizational processes and the need for better information, is emphasis on listening to the "voices" of students, parents, teachers and community in a systematic way - not only when people are angry or excited. It is increasingly recognized that there are multiple realities - what is "really" going on at a particular school depends upon who you ask. Everyone sees things differently and considerable effort must be put into getting a composite picture of "what is" and "what could or should be" - a shared vision. A leader is a person who has a mental picture of how things could be better and who has the skills to enter into dialogue with others to develop a sense of direction (vision) for a school community. Decker (1992) stresses the need to look beyond the school to a learning community. According to Howley (1994) we need to move from a mechanistic view of schools as organizations to a more naturalistic view of schools as communities. One writer quoted an African proverb: "It takes a village to raise a child."

- A development which brings many of the trends together is the increased use of strategic planning in education. Strategy is required to establish priorities and to implement desired changes as there are many obstacles. In other words, strategic thinking precedes strategic planning and strategic action follows it. There are many advocates of organizational strategy including Decision Processes International and The Cambridge Group. Application of strategic planning in one Alberta and one British Columbia school system is shown on the following two pages.

Trends can be summarized with words such as situated knowledge, shared leadership, open systems, respect, integration, technology, information, listening and strategic planning. Many would argue that with these trends small schools will cease trying to be like big schools. There are some innovative approaches to supporting small schools in that endeavor.

Table 6

In the province of Alberta the Ministry requires school systems to adopt and implement policies for the evaluation of students, teachers, programs, schools and systems. A related system review of Foothills School Division included a recommended model for a planning cycle which is shown below:

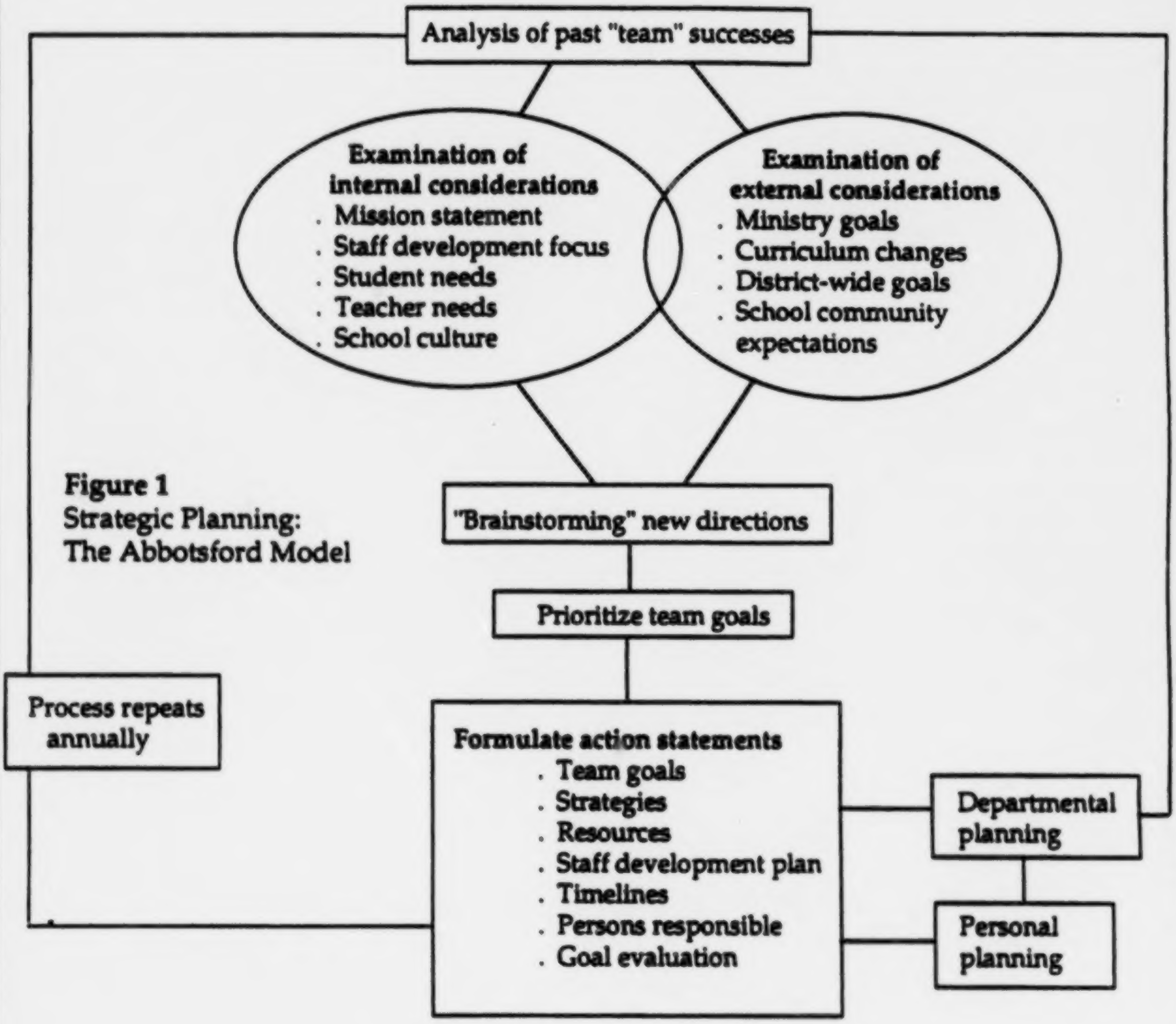

DID IT WORK?
System Mission Statement
DECIDING WHAT TO DO
Evaluation and Renewal
Vision
Implementation and Monitoring
System Goals
DOING IT
Leadership and Process
Budget Requirements for each Responsibility Area
Implementation Strategies by Areas of Responsibility
3 Year Action Plan for each Responsibility Areas
Objectives for Responsibility Areas
DECIDING HOW TO DO IT

Developed by: C. Allan and E. Yates, 1989.

Areas of responsibility are considered to be administration, curriculum, maintenance, finance, etc.

Table 7

The Abbotsford Model for strategic planning in a school has been developed by School District 34 in Clearbrook, British Columbia. The model is shown below. The Director of Schools in a recent article states, "One must understand, however, that strategic planning requires flexibility; application of a rigid step by step process may be more destructive than productive. Each school must adopt the plan with a clear understanding of its specific attributes, and with a view to developing future directions for its situation." P. 12, D. Truscott, The Canadian School Executive, October, 1989.



Analysis of past "team" successes
Examination of internal considerations
. Mission statement
. Staff development focus
. Student needs
. Teacher needs
. School culture
Examination of external considerations
. Ministry goals
. Curriculum changes
. District-wide goals
. School community expectations
"Brainstorming" new directions
Prioritize team goals
Process repeats annually
Formulate action statements
. Team goals
. Strategies
. Resources
. Staff development plan
. Timelines
. Persons responsible
. Goal evaluation
Departmental planning
Personal planning

Figure 1
Strategic Planning:
The Abbotsford Model

3.3 INNOVATIVE APPROACHES TO THE PROVISION OF EDUCATIONAL SERVICES

3.3.1 Development in Australia

During February, 1991 one member of the study team had an opportunity to work at the Centre for Rural Education, University of Western Australia and to visit schools in the "outback" with a state regional superintendent - there are no system-level boards and superintendents as we know them in Canada. The following review is based upon observations and print materials collected.

Australia has always faced major challenges in providing schooling in sparsely populated areas. Western Australia has only 1.3 million people in an area the size of Western Europe and over one million of those live in Perth. In the country as a whole the approximately 30 percent of the people who live in rural areas provide over 80 percent of the exports. Attention to rural life is clearly in the national interest yet economic problems are very serious.

The Federal (Commonwealth) Government of Australia in 1989 adopted a strategy for rural education and training entitled A Fair Go. It was designed to address concerns about low grade 12 completion rates, access to education and training for all age groups and opportunities for rural women, Aboriginals and ethnic groups. The Commonwealth Government has also sponsored a Country Areas Program whereby over $14 million is currently spent on educational excursion programs, cultural enrichment, consultancy services, professional development, regional newspapers and teleconferencing. A priority throughout has been on community involvement. There is also a Disadvantaged Schools Program based on the principle of integrated reform of all aspects of school operation.

State initiatives include a national conference on rural education hosted by Western Australia in 1979. Later the State Department of Education became involved in an OECD project and produced a series of monographs on rural education. One of these monographs identified problems in rural education related to isolation, uncertain commodity prices, increasing ethnic diversity, lack of educational opportunities and disproportionate costs of schooling. Initiatives to counter some of the difficulties include transportation services, boarding schools, hostels, a correspondence school, Schools of the Air, an Isolated Students' Matriculation Program, a residential centre for students with learning difficulties and their parents, Aboriginal schools, Teaching Cottages for upgrading and a Rural Integration Program for preschoolers. All schools in Western Australia are required to involve parents and community in formulating annual School Development Plans to be approved by regional offices of the ministry, implemented, monitored and evaluated.

According to a recent report in the Small Schools Network Newsletter by Boylan (1994) federal and state initiatives in Australia to support education in sparsely populated areas continue to be a top priority.

3.3.2 Developments in the United States

The National Rural Education Association, as reported earlier, was formed in 1908 and rural America continues to receive a good deal of national attention. After publishing Rural Education: In Search of a Better Way in 1982, Paul Nachtigal has presented papers to the National Conference of State Legislatures and to the National Governors' Association (Nachtigal and Haas, 1988; Nachtigal and Hobbs, 1988). Jones (1989) in reporting on the development of a new national rural policy, states "After a period of 'rural renaissance' in the 60's and 70's we are faced with the realization that rural America is losing jobs, losing business, losing people and losing confidence" (p. 41). She adds that developing effective leadership and decision-making capacity is at the heart of rural development

The United States Department of Education has an office of Educational Research and Improvement which operates ten regional educational laboratories throughout the country. One of the study team members worked in the Mid-Continent Laboratory (McRel) in Colorado in the fall of 1990. The following paragraph is based upon his observations and print material collected.

McRel serves the states of Colorado, Kansas, Missouri, Nebraska, North Dakota, South Dakota and Wyoming. About half of the 2,452 school districts have fewer than 250 students and over 80 percent have fewer than 1,000. In response to factors such as isolation and a shattered economy, McRel is offering leadership, research, training and coordination in working towards a new vision of schooling. Emphasis is on restructuring schools, boundary changes, community involvement, redesigning the curriculum, leadership development, new ways to empower students and teachers and performance-based evaluation. McRel does not endorse single, simple solutions - it is inquiry oriented and responsive. Regional laboratories also coordinate other major national undertakings such as the Rural Initiative Program (Sanders, 1990).

There is also initiative at the state level integrated with, and supported by, Regional Laboratories. Within the last decade, for example, a major study of 40 rural schools in Tennessee has been conducted, there has been a report of a special task force in West Virginia called Schools in Crisis: Students at Risk and South Dakota is developing a program to integrate the education program with local economic development. A classification of rural strategies in the United States by Stephens (1992) is shown in Table 8. Authorities such as Nachtigal and Sher (1981) believe that the industrial age was destructive to rural America. They suggest that advances in technology, developments such as sustainable agriculture and changing values will support the renewal of many small school-communities.

Table 8

Classification of Major State Rural Strategies

Major Strategies	Primary Intent Appears to be Enhancement of the Quality of	State Policy Instrument(s) Commonly Used
seek reorganization of small enrollment size districts into larger administrative units	institutional capacity or rural systems	mandates and/or inducements
promote use of locally-determined, multi-district sharing of whole-grades and/or staff	instructional program of rural school	inducements
promote use of locally-governed, multi-district regional single-program schools for special populations of students	instructional programming for special populations	inducements and system-changing
promote use of locally-governed, multi-district regional comprehensive secondary schools	institutional capacity of rural systems	inducements and system-changing
seek creation of state network of locally-sponsored, limited-purpose regional service centers	instructional programming for special populations	inducements and system-changing
seek creation of state network of locally-governed, comprehensive regional service centers	instructional program of rural schools	mandates, inducements, and system-changing
seek establishment of state network of state-governed, regional technical assistance centers	professional staff	mandates and system-changing
promote use of distant-learning technologies	instructional program of rural schools	inducements
seek modifications in state funding formulas to reflect sparsity; other revenue enhancement measures	institutional capacity of rural systems	mandates

3.3.3 Developments in Canada

Unlike the United States and Australia, the federal government in Canada leaves elementary and secondary education, rural and urban, to the provinces. The exception is the responsibility of the federal government, under treaties, for the education of First Nations.

A review of the Canadian Education Association handbook reveals that most provincial ministries have service-oriented departments such as curriculum, special education, distance education and native education. They also provide pupil transportation grants, build sparsity factors into funding formulae and, in some cases, have Native teacher education programs but they do not as far as the study team has been able to determine, have major initiatives focused on small schools. In this section, therefore, attention will be given primarily to school board initiatives, in most cases with provincial support, and to one major provincial program focused on school improvement.

In Voices, Vision and Vitality: Redesigning Small Schools (1992) Newton and Newton include 30 examples of promising developments in small schools in Australia, the United States and Canada. These range from school children growing trees for a mining company to high school students having membership in the Chamber of Commerce to making involvement of parents a major priority. In 1993 Newton and Knight compiled a book, Understanding Change in Education: Rural and Remote Regions of Canada, based upon descriptions and analyses of projects for education in rural and remote regions of Canada. Examples include:

- The development of education and community in a Cree village of northern Saskatchewan;
- Creating divisional boards of education in the Northwest Territories;
- School board cooperation to provide services to isolated districts of northwestern Ontario;
- Improved participation of parents in areas of Manitoba and British Columbia;
- Distance education services in Alberta and Newfoundland;
- Experiential programs to keep Yukon students in school;
- A study of teacher supply and demand in rural Nova Scotia; and
- A centre to develop administrative leadership in New Brunswick.

Details and outcomes are reported in the book. Findings regarding change process in educational organizations are outlined in the next section of this report

As a result of the Minister's Curriculum and Instruction Review the Government of Saskatchewan published a booklet in 1985 with the title School Improvement: Building a more Effective Learning Environment. Key components of school improvement were identified as: school-based change, long-term planning, collaborative decision-making, problem-solving approach, effective inservice education, adequate support and resources, regular communication, systematic evaluation and strong leadership. The school improvement process was designed to include getting started, reviewing the school, setting goals, seeking solutions, developing action plans, implementation, monitoring and evaluation. There was a high level of participation among stakeholders and the focus for improvement efforts could be on various characteristics of effective schools drawn from the literature. The program began with 13 pilot schools in 1986-87 and grew to approximately 120 schools (most of them small) within five years. Throughout there were summer workshops, binders of resource materials, provincial support personnel and networking sessions during the school year. People tended to start the program on a "high" but after two or three years energy waned and results were difficult to document. In 1992 the program was discontinued. More details are available in Newton (1990 c) and outcomes in terms of learning are shared in the next section.

It is apparent from the examples in this section that change processes even in small school communities are very complex. The good news is that much has been learned about how to make the implementation of innovations successful.

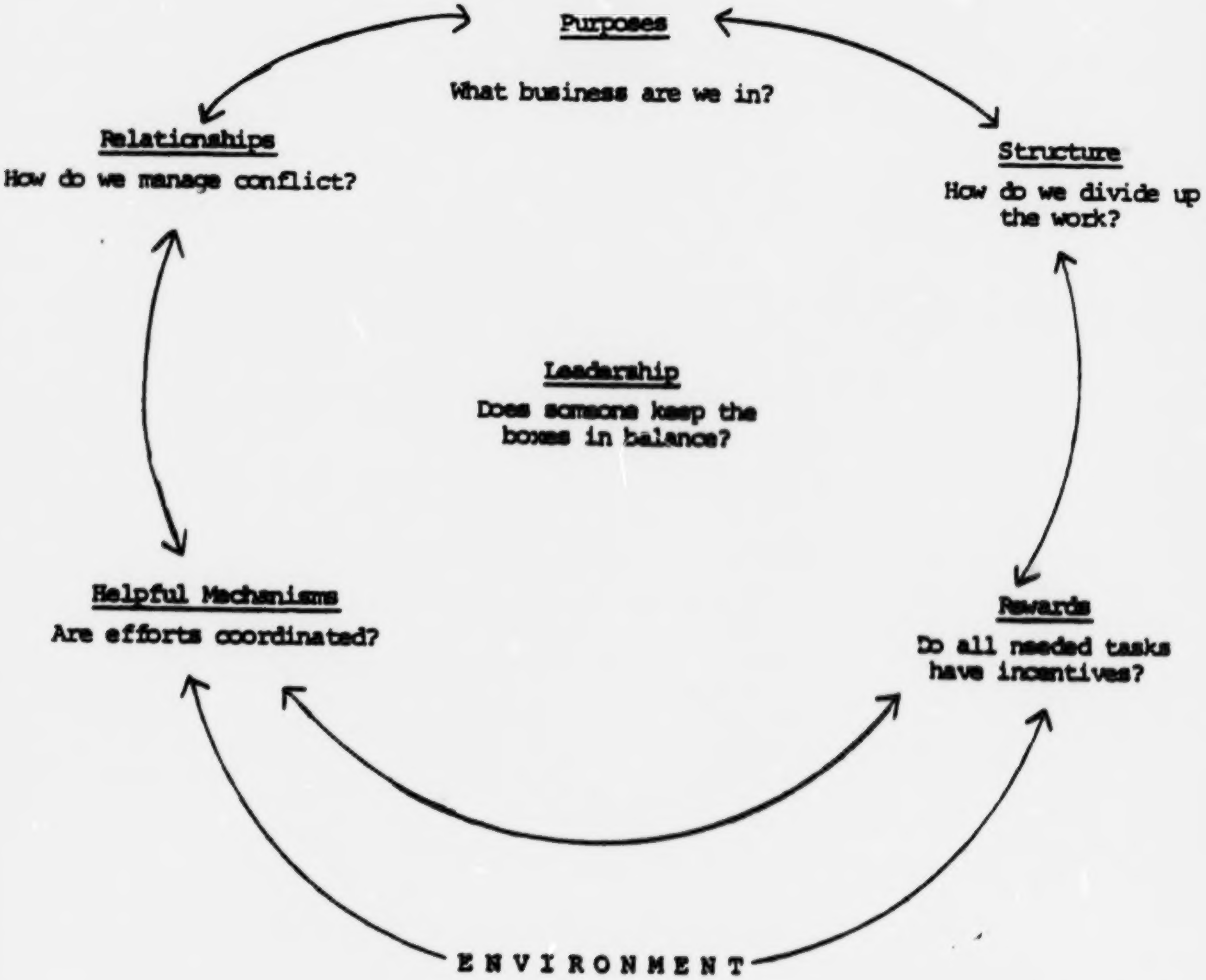
3.4 CHANGE IN EDUCATIONAL ORGANIZATIONS

The topic of change leads inevitably to examination of definition and needs. The word "organization" comes from the root word "organ" which connotes life and performing a vital function. Etzionis' (1961) classic definition of organizations as dynamic social units deliberately constructed and reconstructed to accomplish specific goals also highlights function and change. Processes common to all organizations have been illustrated by Weisbord (1976) - see Figure 1. Organizational needs have been identified by Selznick (1957):

- security in relation to forces in the environment,
- stability in lines of authority and communication,
- predictability in informal relations,
- continuity in policy and the sources of its determination, and
- homogeneity of outlook regarding the meaning and role of the organization.

Figure I

Processes Common to all Organizations


Purposes
What business are we in?
Relationships
How do we manage conflict?
Structure
How do we divide up the work?
Leadership
Does someone keep the boxes in balance?
Helpful Mechanisms
Are efforts coordinated?
Rewards
Do all needed tasks have incentives?
ENVIRONMENT

Adapted from Marvin R. Weisbord (1976)

Another perspective has been provided by Miles (1965) who identified characteristics of healthy organizations to be goal focus, communication adequacy, optimal power equalization, resource utilization, cohesiveness, morale, innovativeness, autonomy, adaptation and problem-solving capabilities. It may be assumed that if organizations are "healthy" they will adapt successfully to changing conditions but educational organizations, compared to those in the private sector, present major challenges according to Miles. First, educational organizations are domesticated in the sense that they have not, traditionally, had to compete for survival. Instead of having profit as an incentive and a focus, they typically have multiple, unclear goals which also makes evaluation of personnel and/or program problematic. They are known to have low levels of interdependence, input variability, little investment in technology, weak information bases and high vulnerability to external criticism.

During the last two decades much has been learned about changing processes in educational organizations. A major contribution was made by Per Dalin who was instrumental in establishing International Management Training for Educational Change through OECD in 1976. His 1978 book, Limits to Educational Change, highlights four categories of factors which affect change processes: environment, education setting, the innovation and the implementation strategy. He also drew attention to value, power, psychological and practical barriers to effective implementation. The leading Canadian authority in educational change is Michael Fullan, Dean of Education, University of Toronto. His recent work stresses the dynamic nature of change processes which include phases of initiation, implementation and continuation over a period of at least three to five years. He and others have shifted emphasis from study of single innovations at the school level to investigation of multiple innovations which are affected by interacting factors at the school-community, system and provincial levels. Further insight into change processes can be gained from the Saskatchewan School Improvement Program (Newton, 1990) and from analysis of projects across Canada brought together by Newton and Knight, 1993.

After seven years of experience with an intuitively appealing and strongly supported provincial school improvement program, the findings were as follows:

- School improvement requires an integration of school-level and system-level initiative and leadership. Even strong provincial leadership connecting with schools is not sufficient to implement or continue improvement.

- There must be an integration of authority and support with line administrators at both the school and system level actively and visibly involved.

- School improvement initiatives should begin with attention to mission-vision-goals and leadership. Leaders help people to picture "how things could be better" and they are able to establish a spirit for the process of everyone working together to make improvements.

- "Think big but start small" in order to make some early success possible. This advice is common but we often fail to realize that early success requires goal clarity, monitoring and evaluation.

- More and continuing attention must be given to school culture defined simply as "the way we do things around here" and to political considerations of negotiation, discretion, incentives and distribution of power. The greatest barriers had to do with cultural and political factors - the nonrational considerations.

- Continuation and spread of school improvement programs does not happen "naturally". In fact there are specific threats particularly personnel changes, career advancement and competing priorities. Continuation and spread require deliberate efforts by administrators reflected in a balance of pressure and support over many years.

- More must be done to help the general public and educators realize that renewal is an on-going process if organizations are "healthy". To many people, the words "school improvement" imply weakness or the need for remedial measures.

- As the pace and complexity of change in our increasingly global community accelerates and as public expectations for schooling soar, school organizations are going to need to appoint more personnel whose primary responsibility is analysis of environmental conditions and provision for effective change processes. In other words there must be a broader vision and a futuristic orientation if school improvement efforts are to be effective and continuous.

The following points are drawn from analysis of cases in Understanding Change in Education: Rural and Remote Regions of Canada;

- The conceptual framework provided by Tichy (1980), House (1981) and Corbett and Rossman (1989) with emphasis on interacting cycles of political, technical or cultural factors being dominant is useful in further understanding change processes in educational organizations.

- Many of the changes being implemented were in response to an identified need - problem solving as compared to opportunism. Since the change was seen by participants as a workable solution to a real problem its source (top down or bottom up) did not seem to be a factor.

- Change was found not to be a predetermined, linear, rational process but one of adaptive problem solving. Most innovations required adaptation over time in order to keep addressing the identified problem.

- A spirit of cooperation and an ability to reconcile divergent views in relation to "the bigger picture" were found to be important.

- In one form or another leadership was a key ingredient to successful change. Leaders were committed to the change and showed initiative, persistence, persuasiveness, decisiveness, boldness, vision or process skills as required by the occasion.

A general finding was that there are advantages in small school communities in relation to schooling and in bringing about change successfully. In comparison to major urban contexts there are many examples to suggest that "You can do that here".

In many ways successful change processes for education in sparsely populated areas are leading towards what Senge (1990) has labelled a "learning organization". He says:

> *At the heart of a learning organization is a shift of mind - from seeing ourselves as separate from the world to connected to the world, from seeing problems as caused by someone or something "out there" to seeing how our own actions create the problems we experience. A learning organization is a place where people are continually discovering how they create their reality. And how they can change it. (p. 12-13).*

Senge has identified five disciplines (developmental paths for acquiring certain skills or competencies) that are essential for creating organizations that can truly learn:

1. Systems Thinking - seeing "the big picture", holistic;
2. Mental Models - surfacing and examining our assumptions and beliefs - our lens for viewing the world;
3. Personal Mastery - continually clarifying and deepening our personal view, continually learning;
4. Building a Shared Vision - pictures of the future, common caring; and
5. Team Learning - starts with dialogue to link individual, group and, organizational learning.

He concludes:

> *In a learning organization, leaders are designers, stewards (of a vision), and teachers. They are responsible for building organizations where people continually expand their capabilities to understand complexity, clarify vision, and improve shared mental models - that is they are responsible for learning. (p. 340).*

Senge's views may sound idealistic but the study team has found indicators of the disciplines in various small school-communities and such contexts appear to have many advantages for the promotion of learning organizations - communities of learners - schools as centres of learning for people of all ages.

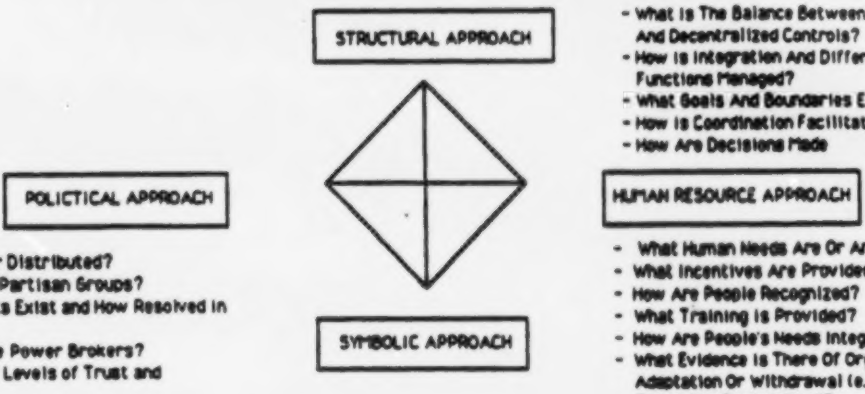
4.0 CASE STUDIES WITHIN PROVINCIAL SYSTEMS

In section 3.0 attention was drawn to the organization for education in Canada, to small school community contexts and to various innovations (changes) that are being made to improve educational services. This section is devoted to a description and analysis of ten innovations in the provincial school systems of Canada and one from the United States for the provision of second and third level services in sparsely populated regions. First it is necessary to present a conceptual framework within which we may think more deeply and analyze changes that are underway.

4.1 CONCEPTUAL FRAMEWORK

Organizational needs and processes, outlined earlier in this report, as well as the concepts of organizational health and organizational learning help us to gain insight into how and why educational organizations are constructed and reconstructed. Carlson (1990), building on work by Bolman and Deal (1984), presented a more comprehensive framework in the Research in Rural Education journal. It can be seen in Figure 2 that he considers four approaches - structural, human resource, symbolic and political - to analysis of organizational behavior.

Figure 2
Framework for Analyzing Organizational Behavior



- What Is The Balance Between Centralized And Decentralized Controls?
- How Is Integration And Differentiation Of Functions Managed?
- What Goals And Boundaries Exist?
- How Is Coordination Facilitated?
- How Are Decisions Made

- How Is Power Distributed?
- Who Are The Partisan Groups?
- What Conflicts Exist and How Resolved In The Past?
- Whos Are The Power Brokers?
- What Are The Levels of Trust and Distrust?
- Who Are The Informal Leaders?

- What Human Needs Are Or Are Not Being Met?
- What Incentives Are Provided?
- How Are People Recognized?
- What Training Is Provided?
- How Are People's Needs Integrated With Tasks?
- What Evidence Is There Of Organizational Adaptation Or Withdrawal (e.g., Absenteeism, Passivity, Restriction)?
- What Is The Level Of Employee Participation?

- What Are The Organization's Symbols?
- What Rituals Are Practiced?
- What Beliefs Are Exhibited?
- What Myths Or Stories Exist?
- What Significance Do People Place On Any Of The Above Items?
- What Are The Underlying Assumptions Of The Above?
- How Does The Above Combine To Define The Organization's Culture?
- What Image Do People Have Of Their Organization?
- What Meaning Do People Attach To Their Work And/Or Workplace?

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A conceptual framework must encompass the reality of the phenomena being studied and be consistent with the design of the study. For our purposes in this study of innovative approaches to providing services to schools the conceptual framework had to be broad and comprehensive in keeping with a holistic approach and it had to include contextual as well as organizational factors. Moreover it had to provide for the time dimension because organizations change through phases over several years. In other words, the framework must enable and encourage us to deal with complexity. The conceptual framework described below has these features and its utility has been tested in small school community contexts by Gulka (1992) and by Newton and Knight (1993).

Building upon earlier work by Tichy (1980) regarding life cycles in organizations and by House (1981) regarding categories of factors affecting change processes, Corbett and Rossman have developed and tested a conceptual framework for the analysis of change processes in education. As shown in Appendix B, they depict three streams of interacting political, technical and cultural factors affecting change processes, positively or negatively, as antecedent, intervening or outcome variables. Examples in each stream include:

- Political - the use of authority and power to make decisions and to influence people through incentives, persuasion, and the interaction of contextual factors.
- Technical - the factors usually included in studies of change such as quality of the innovation, resources, staff development, planning and opportunity for adaptation.
- Cultural - stresses local values and beliefs about "what is" and "what ought to be". The meaning that local school community people attach to events is a key consideration.

Each stream is described as being a causal network within which key behaviors, participant attitudes, contextual conditions and events in the change process are segregated or come together. They represent a composite "story" of change in a particular situation. In the following section eleven stories are shared.

In this study, political, structural (including, also, degree of formalization), human resource and symbolic approaches to analysis, as depicted in Figure 2, were used. Throughout, interaction of variables and dominant factors at various stages in the development, as illustrated by Corbett and Rossman, were examined.

4.2 CASE STUDIES

Preceding sections of this paper pertain to the general organization of education in Canada, small communities, small schools and trends and issues in providing support services. This information is essential background for considering each of the following cases. Cases from across Canada are presented in the order that site visits were made:

- Cooperative Services Program - N.W. Ontario School Boards;
- North Bay Area School Boards' Consortia;
- Educational Reform in New Brunswick;
- The Clare-Argyle Acadian School Board-Nova Scotia;
- Francophone School Boards in Saskatchewan;
- Commission Scolaire du Littoral, Quebec;
- Saskatchewan Shared Services;
- Aboriginal Education Branch, British Columbia;
- Alberta Distance Learning Centre; and
- Frontier School Division, Manitoba.

There was also collaboration with personnel from the Dehcho School Division Board, N.W.T. and with the executive of the Small Schools Special Interest Council of the Newfoundland and Labrador Teachers' Association. For comparative purposes the final case study is from the United States.

After each case study is introduced, a summary of findings related to the research questions is presented (section 2.2). The final major topic for each case is a discussion of findings within the conceptual frameworks (section 4.1). The eleven cases are summarized in the form of a matrix and major findings are highlighted at the end of this section.

4.2.1 The Northwestern Ontario School Boards' Cooperative Services Program

4.2.1.1 Introduction

The setting for this case is a vast geographic region - some communities being 600 kilometers apart - north and west of Thunder Bay. People live in isolated communities some of which have only radio phones and air travel for connecting with the larger society. Other communities are on a major highway relatively close to Thunder Bay. Many areas have suffered from the closure of mines and from cuts in the forest industry.[1]

In 1976 a group of supervisory officers of the Regional Office, Ministry of Education, requested business and accounting services for a number of isolated school boards which were not able to meet provincial expectations in those aspects of their operation. In 1977 a Cooperative Services Unit, the predecessor of the current program, began to deliver business and accounting services. The Unit began by working within the organizational structure of the Umfreville District School Area Board which had previously dissolved because the school had burned down and students were attending school elsewhere.

Over the years the number of services increased as did the number of boards utilizing the services. These boards are referred to as client boards. In 1988 a review was conducted resulting in some changes in the form of a two-year pilot project. An evaluation of the pilot project was central in bringing about the latest developments which are described in this section.

According to the Cooperative Services Program brochure, its purpose is to provide a wide variety of administrative and curriculum services for members and clients, in northwestern Ontario who, because of their small size, cannot economically meet all needs internally on their own. The Cooperative Services Program supports boards in providing facilities, staff, school programs and general leadership as required, by provincial legislation. It is a service organization.

4.2.1.2 Findings

Clients

School boards, with not more than 1,000 students under its care, are considered to be the clients as they may enter into agreements with the Cooperative Services Program. Delivery of services, however, brings personnel into direct contact with students, teachers, administrators, support staff and community groups. It should be noted that schools range in size from 12 students to about 300. Some have no Aboriginal students and some have only Aboriginal students. Some First Nations, with band status but no reserve, called upon the Cooperative Services Program to assist them in formulating proposals and agreements for land acquisition. Clients also include Catholic school boards and some who request French language services. The Agreement also provides for boards of private schools to be clients.

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[1] Information is based upon an interview with the current CEO, a chapter in Understanding Change in Education: Rural and Remote Regions of Canada edited by Newton and Knight, a report of a 1989-1991 pilot project, a copy of the agreement which governs the Program, a booklet and a brochure.

Types of Service

The services which isolated school boards may purchase from the Cooperative Services Program include:

- business/financial/accounting;
- educational consulting in areas such as curriculum, computers, language arts, primary and special education;
- professional (staff) development;
- supervision;
- teacher recruitment;
- capital project assistance;
- Territorial Student Program - counselling and contact for those who leave small communities to go to secondary school (usually in Thunder Bay);
- a First Nations Educational Transitions Project, funded by DIAND, to assist 6 communities as they move towards reserve status and having their own infrastructure for education; and
- joint projects in relation to employment equity, transition years into the world of work, Drug Education and Family Violence.

A table of client boards and services is shown in Appendix C1.

Financing and Scope of Service

Isolated school boards receive from 92 to 99 percent of their funding directly from the ministry according to funding guidelines which include provision for support services. Project-specific grants and other incentives for local initiative are also available. With these funds, school boards may enter into an agreement with the Cooperative Services Program by having the chairperson and secretary-treasurer sign a Request for Participation form on which specific services are requested. The agreement is completed with the signature of the Chief Executive Officer (CEO) acting as attorney-in-fact for the Cooperative Services Program's Board of Directors. Member boards have a representative on the Board of Directors and may purchase services at cost plus 20 percent. Non-member boards pay cost plus 30 percent. These funds above cost are used to operate the Cooperative Services Program (staff, facilities, materials, etc.). Agreements are signed for a three-year period and notice of termination must be given at least 6 months in advance.

The provincial government seems to be moving out of providing direct services to school boards. They appear to support the Cooperative Services Program because if a board wishes to purchase services from any other agency their plan must be approved by the Regional Director of Education from the ministry.

Processes - Control, Decision-Making and Accountability

The Cooperative Services Program is governed by its member boards with each appointing one of its members to the Program's Board of Directors. The new structure, designed to maintain local autonomy, has two tiers: The Program Board of Directors and the local member or client boards elected at the community level.

An agreement governs the formation and operation of the Cooperative Services Program Board. The Agreement includes details regarding purpose, membership, participation, power and authority of the Board of Directors, decision-making, liability, insurance, meetings, records, accounts and termination. A copy of the Agreement is included in Appendix C2.

The local boards have the usual responsibilities to provide programs, staff, facilities and transportation and to manage funds all within provincial legislation and regulations. They are accountable in a number of ways: to the public by having financial statements audited; to the province for operating according to provincial legislation; and to the electorate who exercise their franchise on election day.

Several points should be noted regarding the operation of the Program Board of Directors. Each year they appoint a chair, a vice-chair and three other members to form an Executive. They are authorized to appoint a chief executive officer and other staff as required with the CEO being designated as attorney-in-fact to sign agreements with clients and to implement the Agreement.

The Program Board is authorized by members to receive fees for contracts, to retain an auditor, to have legal counsel and an insurance agent, to have bank accounts, to invest funds, to pay taxes, to approve budgets, to appoint committees and to do whatever else it deems necessary to carry out the terms and spirit of the Agreement. A quorum is set at one more than fifty percent of the members and all decisions are by majority vote with ties being lost.

The chief executive officer is accountable to the Program Board and it is stated explicitly that the appointment of attorney-in-fact can be revoked by a majority vote of the Board at a meeting called for that specific purpose. It was learned during interviews that the full Board meets only about four times a year so major responsibility for day-to-day operations falls on the Executive and the CEO. It was said, for example, that cases of conflict or dispute are referred first to the CEO, then, if necessary, to the Executive and, finally, there is provision for the call of a special meeting.

Services are actually delivered by people called supervisory officers hired to fulfil a particular contract. Before the two-tier structure was implemented these people often felt caught between local boards and the Ministry. Now they are employed by client boards and become their advocates.

Adaptations - Outcomes

A major adaptation to both local needs and to provincial priorities, noted above, is that the Cooperative Services Program is operated by its own Board and no longer reports to the Ministry. There is apparently some question about whether or not the provincial social contract legislation should apply to it. Over an 18-year period many changes have been made in structure, operations and personnel in response to problems centering around legitimacy of the original structure, the name, funding, boundaries of operation and lines of authority. Recent adaptations include the new name, restructuring, expansion to a "supermarket" of services, formal agreements over longer periods of time and assurances of autonomy particularly to Catholic boards and to First Nations. These adaptations are important outcomes of the project.

4.2.1.3 Analysis and Discussion

This development began with a problem-solving approach by regional ministry officials. Early organizational structures were questioned from a legal perspective, funding was uncertain and responsibilities were unclear. Needs were met, however, and incrementally services expanded and responsibility shifted from the province to a Program Board of Directors. Throughout there has been a belief that boards can provide better service by working together than they can on their own.

Politically, power moved to member boards. Members boards work together to provide service but local autonomy is preserved in that each board decides which services it requires and under what conditions. Provision of service has been decentralized from the province to the northwest Ontario school boards and it has been privatized in the sense that it is market driven. The structure is formal according to the Agreement but processes for the determination and delivery of services are not explicit. Coordination, control and decision-making rests with the Program Board. The existence of the Program Board, however, depends upon the ministry continuing to provide funds to member boards for support services and upon the services delivered being satisfactory to client boards and to the ministry.

Personnel hired by the Cooperative Services Program have to adjust to much more uncertainty and accountability than is the case in typical public educational organizations. Demands are high, time lines are short and distances are great. Many supervisory officers are people who have retired from regular employment by boards in the region and they welcome opportunities to do part-time work. Time will tell if employment by a service organization such as the Cooperative Services Program will be challenging and satisfying to full-time career professionals at various stages in their career. Perhaps cultural and symbolic changes are taking place to the point where educators find their personal and professional needs being met in organizations that are outside of the regular provincial school systems.

The future of the Northwest Ontario School Boards' Cooperative Services Program will depend upon member boards continuing to see the "big picture", to be sensitive to the need for local autonomy and to emphasize quality service with built-in flexibility and accountability.

4.2.2 North Bay Region School Boards' Consortia

4.2.2.1 Introduction

The Setting for this case, as in the previous one, is northern Ontario. North Bay is approximately 350 kilometers north of Toronto in the Algonquin Park region between Georgian Bay and the border of the province of Quebec.

Two factors have had an important impact on initiatives by school boards in the North Bay area. The Director of Education for the Nipissing Board is a strong advocate of organizational change particularly outsourcing (Drucker, 1993) whereby services not central to the organization are purchased.[1] In a school system the focus is on the classroom and on the central service teachers offer to students. Outside sources are those that could be used to provide other services such as maintenance, information, purchasing and speech therapy. This way the central organization stays smaller and gains advantages of lower cost and better service according to supporters of that approach. A second factor affecting developments reported here is political - school boards support cooperative endeavors and the provincial government provides a grant to boards taking innovative approaches to purchasing and to pupil transportation.

School boards in the area are responding to high cost pressures and to provincial social contract legislation in various ways. The Nipissing Board of Education centered in North Bay, for example, is searching for new and better ways of managing its operations. It is currently reviewing and revising office procedures in secondary schools, the work being done by custodial staff and several aspects of its business transactions including purchasing. This case is focused on procedures currently being implemented by a consortium of eight school boards to realize cost savings by purchasing materials cooperatively. More specifically, the stated purposes of the Consortium Purchasing Group are to:

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[1] Sources of information include a site visit for interviews with three officials, including the Director of the Nipissing Board of Education, policy statements, minutes of meetings and other print materials.

- jointly invite tenders or quotations for commonly used items;
- encourage standardization of specifications;
- exchange market information;
- purchase in volume at lower unit prices;
- support professional development and efficiency through joint study and evaluation of state-of-the-art managerial processes; and
- avoid duplication of effort.

So far two consortia have been formed - one among eight school boards and another involving the two Nipissing boards and community agencies such as the city administration, the hospital board and the university. A community consortium in Thunder Bay, known as the Lakehead Consortium Purchasing Group, was reviewed in developing the latter. Existing legislation enables school boards to enter into agreements to form consortia.

4.2.2.2 Findings

Clients

The member boards of education are Haliburton, Muskoka, Nipissing, Nipissing District Catholic, West Parry Sound, East Parry Sound, Timiskaming and Timiskaming District Catholic. School systems range in size from 8 to 28 schools and from 2,450 to 10,400 students. Most are mixed urban and rural contexts. The Purchasing Consortia does not deal directly with personnel at the school level - it operates at the school system level.

Types of Services

A survey of the 8 member boards was used to determine needs and reactions to sharing staff, a fee for bulk purchasing, warehouse space and courier/delivery service. To date, there is bulk purchasing of paper towelling, toilet tissue, janitorial supplies, lamps/bulbs, fine paper, computer paper, photocopiers and computer hardware. Boards also cooperate in the call for, and awarding of, capital tenders.

Financing and Scope of Service

The Purchasing Consortia has no staff and hence no overhead/administrative costs. Member school boards each pay their own costs for participating in the Consortium Purchasing Group. These are limited to travel and meeting costs for the board's representative. The terms of reference for cooperative purchasing state that only goods and services with potential cost reduction will be considered.

Processes - Control, Decision Making and Accountability

According to interviews, at least one school board in the Consortia is committed to partnership so processes facilitating partnership are supported. It was further stated that partnership may be seen by some as loss of identity and control but that the budget process starts at the grassroots where students are seen as clients. Teachers and principals have influence through school councils and a school-based budgeting process where local priorities can govern budget decisions. There may be $10,000.00 for supplies and equipment, for example, and some school councils may purchase art supplies, another a piano and a third audio-visual equipment. Within this general framework, the terms of reference for the Consortia Purchasing Group specify a number of procedures outlined below.

The Cooperative Purchasing Group is made up of a representative from each participating school board. Officers of the group are to be a chair, a vice-chair and a recording secretary, each elected for a 2-year term by the membership. Typical duties for each are listed. Meetings may be called by the chair or at the request of any three members and they must be at least quarterly. Guidelines for operation state that it is understood that all agencies will act in their own best interests in deciding whether or not to be included in a particular tender. Procedures for tenders include review by all members before advertising, opening tenders publicly with at least two members present and remaining committed to tenders once they are finalized. It is also understood that tenders may include different product specifications, delivery points and/or terms of payment as required by different boards. Decisions by boards not to be part of a tender are to be recorded in the minutes. Once committed, each agency is responsible for receiving and for paying its portion of a joint tender. It can be seen that Purchasing Group members are accountable to each other and, no doubt, through their boards to the electorate.

Adaptations

The Consortia are in early stages of development but adaptations have been made to provide flexibility in tenders for variations in specifications, delivery and payment.

Outcomes

Major outcomes are in terms of savings. It is reported that 13 percent more supplies were purchased for 7 percent less cost. One school board is said to have saved $20,000 on copiers and its cost per copy has been reduced by 50 percent. Another example is the cost of chairs being reduced from $27.00 to $18.75.

A statement of benefits from the Purchasing Group in addition to cost savings includes common commodity specifications to ensure high quality, price protection, shared expertise, reduction of duplication by purchasing departments, reduced shipping and handling costs, increased professional development, higher productivity and political support.

Risks and concerns have also been shared. It was pointed out that Cooperative purchasing may not be an advantage to suppliers - especially local ones. It has been found, too, that not all members realize savings on all purchases, that common purchasing policies have to be developed, that some individuals, at times, feel they are losing control and that it is sometimes difficult to form a cohesive, effective group.

The general success of the Consortium Purchasing Group has led to discussions about expanding cooperative efforts to include transportation, student services, legal advice and several additional aspects of business such as banking, insurance and employee benefits. Members are also considering the cooperative hiring of specialists in areas like special education. The success of the Kent Area Administrators' Group, including the city of Chatham, is cited in support of these possibilities.

4.2.2.3 Analysis and Discussion

There are several developments taking place among North Bay area school boards: examination of internal management operations in response to provincial Social Contract Legislation; outsourcing for services is being driven by high cost pressures; and a consortia among eight school boards focused on volume purchasing. Links have been established with similar projects elsewhere in the province. Local political leaders are reportedly committed to collaboration and system administrators conceptualize and advocate restructuring. The early success of the Consortium Purchasing Group and the presence of several key supporting factors, noted above, point to continuation and expansion of consortia among school boards in the North Bay Region.

The School Boards' Consortia, to date, however, have been focused on political, structural and financial aspects. These are technical, relatively "clear cut" changes with a specific, shared goal - saving dollars. Expansion into other areas such as pupil transportation, banking/investment, curriculum implementation and services for students with special needs will be much more complicated as there will more diversity of opinion regarding goals and processes. Concerns have already been expressed about difficulties encountered in building strong, cohesive groups and in forming partnerships when some people see it as loss of some control/autonomy.

In terms of a conceptual framework, the School Boards' Consortia is strong in political and structural aspects but there are challenges ahead in relation to human resources and symbolic/cultural change - "the way we do things around here".

4.2.3 Educational Reform in New Brunswick

4.2.3.1 Introduction

New Brunswick is a province of about 750,000 people of whom more than one-third are French-speaking Acadians. Most of the population is distributed in small communities by the sea and along river valleys - fewer than one-third live in cities of more than 50,000. The economy, dominated by forestry, mining, fishing and agriculture has been struggling despite the relative success of the Irving and McCain family enterprises. The rural population is declining.

New Brunswick is Canada's only officially bilingual province. The Anglophone and Francophone branches of the Department of Education operate separately except for the broad policy frameworks and the funding model.[1]

In 1992 there was a New Brunswick Commission on Excellence in Education and amalgamation of school boards was undertaken. The result was new legislation requiring a reduction in the number of boards from 42 to 18 - 12 Anglophone and 6 Francophone.

In the fall of 1993, the Department of Education issued Education 2000: Preparing Students for the New Century. That document is intended to set broad policy and program direction for English language school systems for the next three to five years. It includes a mission statement, beliefs and the view that students, teachers and successful schools are at the center of the educational enterprise. There are also sections devoted to curriculum, expectations and accountability, roles and responsibilities, leadership development and partnerships. The concluding portions are Ministerial statements on schools as orderly places of learning and on community involvement in schools (see appendix D1). Part of that involvement has been a 1994 discussion paper on high school issues and a follow-up conference of partners, including students.

This case is unique in that readers are challenged to think about all aspects of education for learners of all ages in an entire province and to consider how various aspects are interrelated. The focus of our attention is the amalgamation of school boards and the central role of the newly-structured boards in bringing about reform.

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[1] Information for this report is taken from Education 2000, the High School Issues Discussion guide, the 1992-1993 annual report of the Department of Education, a site visit and an interview.

4.2.3.2 Findings

Clients

From the beginning of the reform, political leaders have stated that the student is at the center and that all other changes, including the amalgamation of school boards, are designed to better serve students. All school districts in the province have been affected by amalgamation. The political picture has changed and restructuring has taken place. It was pointed out during an interview that ideas have also been brought together in the new boards because they represent larger geographic areas and more diversity in communities and in board membership. According to reports more services are shared now. School boards, it appears, not only shape reform but are shaped by it. They are both managers and clients.

Types of Service

The central service in the entire reform effort is reported to be the contact between student and teacher. The 1992-1993 annual report of New Brunswick Education, Student Services Branch, lists the following activities: integration of students with special needs into regular classrooms; a comprehensive model for guidance; partnerships with communities; excellence in education initiatives; specialized support in areas such as speech pathology; programs for at risk students; a youth apprenticeship program; and evaluation of several programs. The role of the newly-structured boards is to consider local needs and to determine how various services can best be delivered to students for whom they have responsibility.

Financing and Scope of Service

Elementary and secondary education is funded totally by the province. According to the 1992 - 1993 annual report, there were 139,900 students in 18 school districts with a professional staff of 8494. The pupil/teacher ratio was 16.5:1. Expenditures amounted to approximately $598 million plus $42 million for capital costs. The report also states that $38.6 million will be expended over a four-year period on various reforms. During an interview it was said that $6 million has been saved by school board amalgamation and that those funds will be redistributed to maintain low pupil/teacher ratios.

The funding formula used to allocate monies to school districts includes factors to support small schools in remote areas. It also includes costs of special education based on average numbers of students with various special needs and on particular local circumstances.

Processes - Roles, Responsibilities and Accountability

The Education 2000 document from the ministry is explicit in relation to key processes. It is said that the involvement of parents and community is an essential ingredient in quality education and principles of respect, diversity and flexibility are endorsed. A manifestation of this position is that there are local, community boards in some areas to provide input to the amalgamated board. Emphasis on parental participation is also supported by a recent court decision in favor of parents who charged that there had been lack of consultation in a board decision to change the school calendar year.

It is observed in Education 2000 that the role of the Department of Education has been quite predominant compared to other provinces but that this has ensured consistent standards and equitable funding. While the Department is expected to continue to play a central role in policy development, monitoring and implementation, Education 2000 includes plans to devolve to school districts responsibility for direct delivery of programs and services to schools and to students. School boards are urged to accept a strengthened role in:

- setting educational goals;
- managing resources;
- assessing achievements; and
- creating partnerships.

The New Brunswick School Trustees' Association is reported to be informing trustees of the potential benefits of devoting more time and effort to educational matters and less to administrative details. Considerable attention is given in Education 2000 to clarifying the roles of elected officials and administrators in bringing about reform - the former concentrating on determining system priorities and on developing policy and the latter on policy implementation and on day-to-day operations.

Accountability is also addressed directly in Education 2000. It is stated that the education system needs to be more accountable to the public for the results of dollars invested through the use of performance indicators related to both student and system outcomes. To bring this about, curriculum documents are to define "up front" expectations of students - what they should know and be able to do at each grade level. New Brunswick is also cooperating with other Maritime provinces to develop a performance-based curriculum in mathematics and science at the senior high school level. Similar work is underway in other subjects to move towards an outcomes-based curriculum.

Adaptations

Beginning in the late 1980's, through the New Brunswick Center for Educational Administration, there has been emphasis on topics such as leadership, team building, cooperative learning, peer coaching and conflict management all within a school organization. Education 2000 shifts attention to school - community relations and to the need for on-going strategic planning processes. An example of this adaptation is the many connections made in the New Brunswick reforms among student learning, community participation and the economic development of the province.

Outcomes

More focused, integrated action to implement Education 2000 is reported. Leadership is being seen at school, system and provincial levels despite some fears about the amalgamation of school boards. Some boards are said to be bogged down in crisis management and struggling with the realization that increased participation brings with it conflict and complexity as well as the potential for a more effective, responsive organization.

4.2.3.3 Analysis and Discussion

This case features strong provincial, political leadership and a holistic, integrated approach to reform in education driven both by economic necessity and by strong beliefs in the importance of student-teacher relations. The amalgamation of school boards, essentially to reallocate funds from middle management to the classroom level, has been accompanied by emphasis upon the importance of the role of the newly-formed boards. Political and structural/organizational aspects of the reform have received careful attention.

Earlier initiatives in New Brunswick education centering around school staff development and leadership have, no doubt, helped to prepare teachers and principals for Education 2000. In other words, human resources had been strengthened prior to the current reforms.

Inherent problems in educational organizations such as goal ambiguity, low levels of interdependence, unclear roles and lack of attention to evaluation have been addressed in the current reforms. Early indications are that partners see their efforts as focused and integrated. The next challenge will be to determine indicators of success at all levels, to monitor operations and to evaluate outcomes so that accountability forms the basis for on-going, strategic planning. Only then will partners become true believers in the reforms, willing to change the symbols and culture of their school-community.

4.2.4 The Clare-Argyle Acadian School Board

4.2.4.1 Introduction

Small Acadian villages along the south west coast of Nova Scotia, separated by the city of Yarmouth, are the subject of this case. Rich in history and culture, this region includes the only university in the province where the language of operation is French - St. Anne's University. This report is about the formation of the only school board in Nova Scotia in which French is the official language.[1]

Early in the 1980's the province of Nova Scotia was bringing about the amalgamation of school boards. The leaders of the Clare school board and community and those of Argyle believed that if they united, despite having the city of Yarmouth between them, they could avoid being subsumed within a larger board dominated by Anglophones. A board chair, who is now head of a provincial Acadian federation, a superintendent who offered leadership at the provincial level and a supportive minister of education were instrumental in the adoption of legislation for the creation of the Clare Argyle Board in 1981. The distinguishing feature of the Board is that its official language of operation is French although it also serves Anglophones and offers some programs in English.

4.2.4.2 Findings

Clients

The client group includes both Francophone and Anglophone linguistic communities in the Clare Argyle districts.

Types of Service

The Clare Argyle Board provides all of the services expected of a board under the Education Act of Nova Scotia (1992). Emphasis in all Board operations is on the French language and culture but service is also provided in English - in fact, three of the 13 schools are English schools and the two high schools operate in both English and French.

Additional services include the provision of French language curriculum and teaching materials. Special education services are offered through a contract with a hospital in Yarmouth.

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[1] Information for this case is drawn from a site visit, an interview, an annual report and a linguistic policy statement.

Financing - Scope of Service

From the 1993-1994 annual report it can be seen that the Clare Argyle Board had 3,056 students in 13 schools. The budget of approximately $16 million is based upon revenues from the province ($13 million), municipal grants ($1.8 million) and a federal contributions ($0.4 million). The Board does not levy local taxes. The provincial funds include the general formula and grants for transportation, special education, driver education and French special projects.

An indication of finances and service priorities can be found in the comment, during an interview, that it had been too costly to provide special education services from within the school system so a contract was made to have them supplied at less cost in order to maintain the French language curriculum support service. In other words, creative problem solving preserved an essential service.

Processes - Responsibilities and Accountability

The Clare Argyle Board operates within the provincial organization for education and its responsibilities are specified in the Education Act of Nova Scotia (1992). It should be noted that the Department of Education has a Francophone Branch in which Clare Argyle officials have worked from time to time.

The Clare Argyle Board has 8 members - 4 from Clare and 4 from Argyle. Currently all Board members are Francophone but this has not always been the case. The Board in addition to regular decisions about budget allocations, staffing and facilities, is faced with the possibility of closing three small schools. Studies of alternatives to closure are underway and the Board recognizes that parents want "a say".

Accountability is provided for in the usual way through audits, annual meetings and school board elections.

Adaptations

An official of the Board said, "you can't go it alone. You have to cooperate". Accordingly, the Board operates English schools, has English and French streams in its high schools, has French immersion schools for Anglophones and offers simultaneous translation of all its written and oral communications.

The Board adapts to public opinion directly at times. In order to meet expectations of both areas, the Board has its administrative office in Clare and its business office in Argyle. To avoid possible public criticism for having an expensive "second" school system, the administrative offices are in the lower level of an older school building.

Outcomes

The Clare Argyle Board has apparently been generally successful in its 12-year history. The Schools and communities are both focused on strengthening the French-Acadian language and culture. Acadian community cultural activities are said to make an important contribution.

The French curriculum is seen as stronger at the elementary school level than it is in high schools. Leaders would also like to see high schools become more open to the people - to their presence, to their voices and to their participation in decision-making.

4.2.4.3 Analysis and Discussion

The creation of the Clare Argyle Acadian Board can be traced to the determination of a small group of people who wanted to work together to enhance their language and culture, to political action by a group of teachers and to visionary leadership at both the local and provincial levels. Another key factor is considered to be the willingness to cooperate and adapt-for example, to operate within the Provincial Education Act and to have English schools.

Compared to earlier cases which originated with school boards and/or governments, this one grew from communities with aspirations which they articulated and presented to government. Changes in power, politics and structure were kept to a minimum and accommodations were made as required. The development of the Clare Argyle Board, because of its grassroots origin, is strong from a human resource perspective. The focus on language and culture forms the basis for symbolic and cultural attributes. One factor contributing to these features is that the Board's Chief Executive Officer was raised in one of the communities and was a teacher and administrator in the school system before assuming his current responsibilities five years ago.

4.2.5 Francophone School Boards in Saskatchewan

4.2.5.1 Introduction

This case, like the last one, describes how education has been restructured to meet the aspirations of people in Francophone communities. The differences are in context, as the eight communities in this case are spread over several hundred kilometers in Saskatchewan, and in time as most of the developments reported here occurred within the last five years. In the province as a whole, fewer than five percent of the approximately one million people are Francophone.[1]

The beginning of the creation of Francophone schools boards in Saskatchewan is related to Section 23 of The Charter of Rights and Freedoms of the Canadian Constitution, to three court decisions confirming the right of Francophones to manage and control their schools where there are sufficient numbers and to unsatisfactory results in having Francophones represented on provincial school boards. Another contributing factor was a 1988 agreement on Francophone education between the province and the federal government. The agreement stipulated that, if the province would provide for Francophone governance of education, the federal government would provide funding of $3 million per year for the first five years of the agreement and a decrease of 10 percent per year for another five years. Following the agreement, a committee was formed with the approval of the provincial cabinet and with the participation of Francophone communities and all major education partners including the provincial organizations of school trustees, teachers and directors of education. The committee report, known as the Gallant Report after the chair, formed the basis for Francophone school boards in Saskatchewan.

4.2.5.2 Findings

Clients

The clients in this case are Francophone parents whose mother tongue is French and who still understand the language, or have received elementary education in French or have at least one child who has received or is receiving education in French. There are eight communities in Saskatchewan with sufficient numbers of clients to form a school board.

Types of Service

As in the example of the Clare Argyle Board, Francophone boards in Saskatchewan operate within the Provincial Education Act (1988) and provide the services that provincial boards do. Emphasis is on French language and culture. A unique feature of the structure is a province-wide service organization, the *Conseil general des ecoles fransaskoises*, to coordinate and provide services in French to the Fransaskois schools. This body will have a permanent staff of professionals to provide services in French. Since this operation is not official until January 1, 1995, we do not know specifically what services will be provided nor to what extent. The difference in structure is that in the regular provincial system local (community) boards are only advisory to the board of education which may include 10 or 12 communities in its jurisdiction. For Fransaskois schools, local boards have authority similar to boards of education.

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[1] Information for this case is taken from a 1989 report to the Minister of Education from the Coordinating Committee for the Governance of Francophone Schools by Francophones, a booklet of questions and answers from the Fransaskois School Component Task Force (1993), a review paper confirmed by Francophone Board officials and an interview.

Financing

The community school boards, the *conseil scolaire*, will not levy local taxes but will receive all of their funds from the Department. In effect, the local tax portion is transferred to the *conseil scolaire* by the provincial Department. All incremental costs related to establishing the boards will be funded with federal monies. Each local board will transfer some funds to the general board according to a formula yet to be determined. The Department may also contribute to the operation of the general service board.

Processes - Powers, Decision-Making and Accountability

The powers of the local Francophone boards are generally equal to those of provincial boards of education. There are some notable exceptions:

- Francophone boards cannot levy taxes, nor borrow money as provincial boards do;
- Only parents who have children in a Fransaskois school, not the entire community, can vote in board elections. This is to comply with Section 23 of the Charter which gives rights only to parents;
- A Francophone board cannot discontinue a grade level nor close the last school under its jurisdiction without the approval of the general board; and
- Francophone boards do not have the power to enter into service agreements with other boards since that is a responsibility of the general board.

The general board is made up of one elected member from each local board. It is to have a chief executive officer who may also serve as director of education for one or more local boards. (That, in fact, is the case. There is one director of education for five boards in the northern part of the province. The director for the three boards in the south is also CEO for the general board.) Similarly, the treasurer of the general board may work part-time for local boards.

As noted, the general board is primarily to serve local boards but it has one other main function. It is to receive and consider proposals for the creation of new *conseil scolaires* and make recommendations to the Minister. A list of criteria for reviewing proposals is based upon decisions of the Supreme Court that give priority to meeting the pedagogical needs of students over economic considerations. According to documents reviewed for this case, the Minister is bound by the recommendation of the *conseil general* to accept or reject a proposal. Judicial reviews are provided for and the government retains control through grant funding.

Other terms of the agreement underlying the formation of the Francophone Boards provide for the transfer of teaching staff and for the recognition of only the *conseil scolaire* to provide French first language education in a school division within which they exist. Other boards may offer French immersion programs.

A Francophone board will be accountable only to parents sending children to their schools - not to the community at large. The board, with a finite budget, will be accountable to the users of the system.

Adaptations

To date, adaptations include having the operation of Francophone boards integrated into the provincial Education Act instead of creating a parallel structure and asking the majority to financially support two separate operations. Another adaptation is having only two directors of education for the eight boards in order to save funds for school-level operations and to avoid possible criticism for operating what some may consider to be a separate, expensive school system when "times are tough".

Outcomes

The Francophone communities are pleased with the formation of Francophone school boards. They credit the province with going beyond Francophone representation on provincial school boards to the creation of totally Francophone boards. As one Francophone official stated, "Before we were always asking. Now we will be deciding". He went on to say that Francophones in Saskatchewan will be in charge of their destiny and so will become better citizens within priorities of the province.

4.2.5.3 Analysis and Discussion

This change, like the last case, started at the community level with the support of the Charter, court decisions and the principle of equity. Other crucial factors in the creation of the Francophone boards in Saskatchewan are considered to be the appointment of an impartial, credible Francophone from out-of-province to chair the 1989 committee. The meaningful involvement of major partners at that stage was also, no doubt, fundamental to reaching an agreement.

So far, political and structural matters have been addressed. The emphasis on French language and culture will provide a focus for symbolic and cultural aspects of the organization. The immediate challenge is likely to be in relation to human resources - to offer leadership and support for school staff development, for process skill development among boards and for on-going school community collaboration and strategic planning.

4.2.6 Commission Scolaire du Littoral

4.2.6.1 Introduction

Fourteen small, isolated fishing villages spread along 450 kilometers of the Lower North Shore, province of Quebec, provide the setting for this case.[1] Many of the villages are accessible only by air or by water as no roads have been built. Prior to 1963 the clergy had operated schools in the ten Anglophone villages, four Francophone communities and two Indian reservations.

In 1963 leaders from the 16 communities formed an informal council to consider the needs of the people particularly for economic development. They passed a resolution in favor of a new organization for schooling their 2,000 students which would not divide people into religious nor linguistic groups.

Bill 41 passed by the Legislative Assembly of Quebec in 1967 authorized the creation of a school board for the 16 communities along the lower North Shore. Cabinet named an administrator, an assistant and two or three other people to act as a school board (See Appendix E for the current organizational structure). They were given authority to delegate some responsibilities to a school committee which they could appoint for each village.

After a local competition, by Order in Council in 1975, the name of The Du Littoral School Municipality was adopted for the region. "Littoral" means coastline in French.

4.2.6.2 Findings

Clients

The clients in this case are people in 16 communities along the Lower North Shore. Today there are 14 communities as the two First Nations negotiated a withdrawal so they could exercise more control over the education of their children.

Through the provision of facilities and staff the 940-students are served directly in schools ranging in size from 5 to 234 students. Nine of the 16 schools have fewer than 50 students. Often board personnel work with client groups - parents, teachers, administrators and school committees.

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[1] This report is based upon a site visit to the administrative offices in Sept-Iles, an interview and various print materials including Bill 41 under which the Commission was formed, Bill 48 regarding the inclusion of Anticosti Island, an organizational chart and a document outlining the Parents' Advisory Committee.

Funding and Services

The Littoral Board is funded entirely by the province of Quebec. In the early years the budget was described as "open" meaning that the province provided funds as required. Later a ceiling on expenditures was established but the Board could not keep costs within those limits. In 1990 this resulted in funding regulations being adopted specifically for the littoral Board. They provide for a low student-teacher ratio in recognition of many multigrade classrooms. The current ratios for Littoral are fewer than 12 to one at the primary and elementary levels and fewer than 8 to one at the high school level. Both are less than one-half of average provincial ratios. In addition, regulations provide for religious education, drop-out prevention programs, school improvement, drug education, libraries, a milk program, adult education and three education consultants in the areas of special education and curriculum. A special feature of the regulations is that schools are guaranteed regardless of enrollment - currently the six smallest schools have 5, 7, 12, 14, 19 and 20 students.

In addition to the usual services of providing administration, facilities, staff, curriculum and equipment there are additional provisions. Teachers receive an isolation allowance, furnished accommodation at minimal cost, three personal trips with family per year and support for professional development. Students with special needs are served through a contract with a Montreal group whereby specialists visit each community for one week twice a year to work with students, teachers and parents. There are also distance education services. The two high schools are linked to schools in Montreal, for example, through an audio-computer system.

Processes - Control, Accountability and Decision-Making

In many respects schooling along the Lower North Shore is government controlled. The government appoints the administrator who reports to the Minister of Education through the Deputy. The government allocates funds. In addition, Littoral schools use provincial curricula and are governed by provincial legislation. When Bill 41 was passed in 1967, according to one interviewee, the government saw it as an opportunity to focus attention on English minority groups and to experiment with a non-denominational school board. Now the government is said to be decentralizing decision-making in curriculum, instruction and resource materials to school boards, schools and teachers.

Along with a high level of government control there is emphasis on local autonomy in the operations of the Littoral Board. In one situation, for example, parents refused to send their students 100 kilometers to a high school in a neighboring community with provision for them to return home ten times a year. Instead they chose to send their students over 400 kilometers to Sept-Iles where they have only three trips home per year. Local autonomy is respected.

There is also provision for community input into decision making. There are two general assemblies each year made up of the elected presidents of the 14 local committees. It is said to be, "Their agenda - their meeting". There is also an Executive Committee with two members being named as Commissioners (School Board members). In addition, there are regular meetings of administrators and an Administrative Advisory Committee. The budget provides for all meetings and assemblies.

During the current school year a Parents' Advisory Committee is being formed. Established under Law 107, it is made up of eight parents, who are not members of a school staff, elected by their peers to represent a municipality/sector. The two parents who are on the Parents' Advisory Committee will also be members of the Board. Meetings are to be every 8 to 10 weeks at various locations. The functions of the Committee are to advise the Board on the organization of services, strategic planning, allocation of funds, implementation of policies or programs, criteria for hiring personnel and policy development. Rules of operation have been agreed to and a code of ethics has been adopted. The Committee has been established in recognition of the great diversity among communities and also in order to give people an opportunity to learn about school board operations - to have them consider what is best for the region as a whole not just their own community.

In summary, the actual operations of the Littoral Board were found not to be as "top down" as they appear to be on paper. One reason for this is leadership the style of the Administrator who was raised in one of the communities and was a teacher in another when the Littoral Board was formed.

Adaptations

Over the years the Quebec government has made adaptations to provide schooling in communities of the Lower North Shore. Bill 41 established the Board and funding regulations recognize the need for low student teacher ratios and for small schools in isolated communities to stay open.

The Board also has made changes over the years. Initial priorities were school facilities and equipment whereas today emphasis is on communication and computer technology and on parental involvement. In the early years, all high school students were sent out of the region and now secondary education is offered in four Littoral communities. It was not possible to effectively provide for students with special needs only by flying experts in periodically so local teacher aides have been hired. Consultants have been employed to assist teachers in adapting to multi-grade classrooms and to alleviate problems of isolation by providing information about current developments in education elsewhere. Another adaptation was the negotiated withdrawal of the two First Nations from the Littoral Board.

Outcomes

During an interview it was pointed out that in the early 1960's most of the isolated communities had only one room schools with virtually no books or equipment. Over the 27 years of its operation the Littoral Board has been very successful in providing facilities, equipment and staff. A new organization was created to meet the needs of the people for schooling and financial support was provided beyond what would have ordinarily been expected.

Beyond the obvious success, students' learning outcomes are also increasing. In 1989, for instance, 55 percent of the grade eleven students passed provincial exams and in the last year 75 percent passed.

Attention now has shifted to staff development, school-community relations and parental involvement where there is perceived need for improvement.

4.2.6.3 Analysis and Discussion

Many factors over many years have contributed to the creation and generally successful operation of the Littoral School Board. At the outset community leaders cooperated and made their aspirations known to government. The government approved a new structure for the operation of schools and also provided funding beyond the ordinary. Board administrators have been sensitive to communities and also credible and competent in the eyes of government. Social, cultural, religious, linguistic, economic and political factors all contributed in the years when responsibility for schooling shifted from the clergy to the new Littoral Board.

Now, as governments decentralize and as there is increased emphasis on parent-community involvement in education, new challenges emerge for the Littoral Board. As with Francophone Boards in Saskatchewan, parents are going to want to be deciding - not always asking. The Littoral Board is likely to need restructuring in the near future as its actual operations are already more decentralized than the structure is. From a political perspective power will need to shift, for example, so people elect their board and hire their own director and staff. Current developments will strengthen human resources - school staffs and community leaders.

In the foreseeable future, with all due respect to what has been accomplished in its 27 year history, the control of the Littoral Board will probably shift to the people. Organizational and community cultures will change accordingly.

4.2.7 Shared Services in Saskatchewan

4.2.7.1 Introduction

Saskatchewan is a sparsely populated province with approximately one million people scattered over about 650,000 square kilometers. Rural population has been declining as has the agriculture industry. In the early 1980's concerns surfaced about the quality of education in the sixty rural school divisions some of which were experiencing enrollment decline of over thirty percent.

One area of concern was providing services for students with special needs. Based upon the belief that rural school divisions could share services to achieve economies of scale, and after a period of consultation, the Shared Services Model was adopted by the Department of Education in 1982 in order to implement provincial special education policy.[1]

Initially, 16 Shared Services Units, with four or five school divisions in each, were formed. All school divisions except the four in Regina and Saskatoon had been invited to participate. In 1988 the Northern Region of the province was added.

The Shared Services Model is an organizational structure to provide program funding for additional specialized services. According to a 1982 government document the objectives are to:

- provide an avenue for local districts to retain local autonomy while attaining the power to participate in more broadly-based programs;
- enable the Department of Education to provide funding for specific programs which individual boards could not provide; and
- establish and support joint planning among school divisions to improve educational services.

In 1993 an evaluation of a pilot project in one service unit was conducted. Results are reported later in this section under the heading: Outcomes.

4.2.7.2 Findings

Clients

The clients are students with special needs. They include the deaf, blind, mentally handicapped, orthopedically handicapped, chronically ill and those with multiple disabilities. Included also are those with needs in learning (for example, the gifted), behavior, speech and/or language. (Types of handicaps and special needs are defined in The Special Education Policy Manual, 1987.) Other students defined as at risk by the management committee may also be served. Recently First Nations students have been included as one Tribal Council shares in the costs and administration of a service unit. Clients live in rural and northern areas, on reserves and in towns and small cities.

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[1] Information is taken from the original policy document, a 1993 policy statement, an evaluation of a pilot project, a formal interview, numerous site visits and several informal discussions.

Types of Service

Services must include speech/language pathology and educational psychology. These services are to supplement, not replace, services that are provided by school divisions. They are intended to support educators in providing instruction which will prevent or alleviate problems and to provide direct service to individual students. Professional staff are served by a computer bulletin board program for information and for on-going professional and program development.

Financing and Scope of Service

A general guideline of the government is to provide one professional staff for every 2,000 students and service areas are to serve about 7,000 students taking into consideration distance and natural boundaries. Hence, 3.5 full-time equivalents are provided for each service area. Service areas are expected to be within one of the five regions of the province. The Department's regional offices each have a director, a curriculum coordinator and a special education coordinator. The Shared Services Model is in addition to that support.

The Department of Education provides conditional funding for shared services directly to school divisions, on a per pupil basis, upon receipt of a program plan from the unit.

Processes - Management, Planning and Conditions

Participation in Shared Services in voluntary respecting the fact that all school divisions, except four urban ones, have a right to be included. Joint agreements must be signed by one elected school board member from each school division that decides to participate in a Shared Services Unit. The agreement, to be filed with the Department and formulated in keeping with Section 96 of the Education Act 1978), must specify:

- duties of a Management Committee;
- duties of a Program Steering Committee;
- responsibilities of the facilitating board including employee benefits, working conditions and staff supervision/evaluation;
- dispersal of assets; and

- term of the agreement.

Provincial policy guidelines state the Management Committee is to include: one board member from each participating school division unless it is declined; the director of education, or designate, from each board; the regional director of education or designate from the Ministry of Education, and other members as determined by agreement. Only board members have a vote. The Management Committee is to administer program funds, set policy for the operation of the unit, hire staff, ensure joint planning, supervise the delivery of service and have a Program Committee.

The Program Committee is to include the regional coordinator of special education, professional staff from participating school divisions and others as determined by the agreement. Together with the Management Committee, the Program Committee is to develop and to present to the Department a Shared Services Program Plan which includes objectives, a description of services to be offered, an outline of the service delivery model, provision for formative program review and an outline of how services will be integrated with those provided by school divisions.

Staffing beyond the two required (speech/language pathology and educational psychology) is to be determined by each unit but qualifications of professional staff must meet the standards set forth in the Special Education Policy Manual (1987). The Department urges units to employ full-time personnel whenever possible to be consistent with the intent of the Model and to provide program continuity and integration.

A summary of documentation required for the Shared Services Model is shown is Appendix F. It can be seen that the Shared Services Model enables school boards to better serve students with special needs but that funds are not provided unless Departmental expectations for management, planning and local contributions are met. In this way the Department exercises considerable control and builds accountability into management processes.

Adaptations

One unit has 12,000 students and four full-time equivalents. Another, in a very sparsely populated area, has only 3,500 students and 1.75 full-time professional staff. Another unit has been doing a pilot project for four years whereby the structure is decentralized to permit 2 to 3 school divisions to employ Shared Services professional staff. This was done in response to problems with staff retention and job satisfaction. In addition to these adaptations the Program Plan for each unit is to take local needs and conditions into consideration.

Outcomes

Generally, the Shared Services Model is reported to be working well but better in some areas than others. Some units, which have emphasized team building and cooperation, have been better able to retain staff.

Units are continually improving upon models of delivery. The role of unit professional staff tends to be shifting from diagnosis (testing) to working with teachers on an on-going basis (programming).

The evaluation of the pilot project, where operations were further decentralized to smaller units, led to the following conclusions:

- Student needs are better met in terms of more follow-up work with teachers and parents, more direct service to students and more prompt action to referrals;
- Boards appear to be more willing to "top up" funds when personnel are employed locally;
- There is more accountability to parents and to administrators;
- Administrative and travel costs are lower so more funds are available for "contact" hours; and
- Problems in recruiting and retaining staff have been alleviated.

4.2.7.3 Analysis and Discussion

Over a period of 22 years, the Saskatchewan Shared Services Model has, in a general way, met its objectives to provide additional services to students with special needs, to establish collaborative planning processes and to preserve local autonomy. Political and structural aspects of the Model have received careful attention. The problems areas have centered around human resources - staffing, job satisfaction and incentives - and around the symbolic and cultural aspects of organizational development. There are current concerns about perceived lack of collaboration by the Department with school system personnel. There are strong emotions and beliefs around the integration of special needs students into regular classrooms. There is a tendency to isolate special needs students and specialists who work with them from the central operations of classrooms, schools and school systems. In the Shared Services Model examined here incremental change in organizational structures, processes and cultures is taking place all in order to better serve students with special needs.

4.2.8 The Aboriginal Education Branch - B.C. Ministry

4.2.8.1 Introduction

The Sullivan Royal Commission in 1988 recommended major reforms for education in British Columbia. Early efforts to implement changes such as flexible dates for beginning school and anecdotal reporting to replace letter grades caused enough public opposition that many reforms were dropped in the fall of 1993. New government initiatives were expected.

In September 1994 the Ministry of Education made strategic priorities public. The document Putting Policies into Practice: Implementation Guide[1] set forth a list of principles for governance, responsibilities for implementation and an indication of Ministry support. It also included a mission statement for B.C. education together with related goals and strategic initiatives. For each initiative, policy directions, resource materials, support activities and funding are described. Aboriginal education is one of the 13 strategic initiatives. In other documents, as well, it is stated that the Ministry is committed to improving education for First Nation learners through cooperation and collaboration with First Nations communities and with school divisions of the province. The Aboriginal Education Branch has major and central responsibility for bringing that about.

The Aboriginal Education Branch (AEB) was established during the earlier reform period (about four years ago) as part of a reorganization of the Department of Education. The following current objectives of the Branch have evolved from earlier work and from research into the needs and priorities of school divisions. The Branch is committed to:

- Increasing the relevance and responsiveness of the school system to First Nations students;
- Increasing awareness of First Nations culture among all learners;
- Helping to ensure that First Nations children retain and preserve their linguistic and cultural heritage;
- Helping to ensure that First Nations students in the public school system have the same opportunities for achievement as others; and
- Establishing partnerships and supporting First Nations education initiatives.

It should be noted that there are over 550,000 students, K-12, in provincial schools. More than 30,000 are of Aboriginal ancestry - about 10,000 are on reserve as defined by Federal policy with others being status off-reserve, non-status or Metis. In British Columbia about 26,000 students are participating in Aboriginal programs in one of the 75 school districts. There are 192 First Nations in the province which speak 32 languages and operate 113 band schools.

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[1] This document has been a major reference for this case. A copy of the Sullivan Commission report, First Nations curriculum materials, and numerous documents from the Aboriginal Education Branch have also been used. A site visit and an interview provided additional information.

4.2.8.2 Findings

Clients

The primary clients are said to be the 75 school districts of the province. The Branch also, however, in facilitating cooperation and collaboration works with bands, tribal councils, other Aboriginal agencies and numerous other groups and organizations with an interest in Aboriginal education.

Types of Service

An Aboriginal Education Branch document lists the following initiatives:

- Language and Culture Curriculum Development contracts for work to be done in partnership with First Nations and with school districts for use in the public school system;
- First Nations Awareness Staff Development Grants to broaden awareness, respect and appreciation of First Nations culture;
- Information to school districts and bands regarding local education agreements;
- Completion of a provincial First Nations Studies Curriculum/Assessment Framework;
- Development of a B.C. First Nations Studies 12 curriculum to be implemented in all provincial secondary schools;
- Establishment of a university transition program for promising Aboriginal grade eleven students;
- Ongoing infusion of Aboriginal history and culture into provincial curriculum;
- Establishment of a clearing house for locally developed Aboriginal education curriculum resource materials;
- Development of an Aboriginal Awareness module for administrators;
- Development of an Aboriginal education telecommunications/computer network for the province; and
- Development of support programs and documents for Aboriginal support workers.

Financing and Scope of Service

Funding from the Ministry for 1994-1995 is $1.5 million. Over $1.2 million of this is allocated for curriculum and staff development contracts. According to information from an interview this represents increasing commitment from government. It was also said, however, that the Branch was too small to meet increasing expectations in the field and to deliver all of the services needed. The approach to gain increased funding is to assess needs and prepare an issue paper for the consideration of senior administrators and finally the provincial Treasury Board.

A related area of funding for service is the negotiation of local agreements between First Nations and provincial school divisions. These agreements, about 40 in number, provide for funds to go directly from DIAND to First Nations so that fees for service can be negotiated with provincial school districts for reserve students to attend provincial schools. Prior to the agreements, funds went directly from the federal government to school districts and First Nations people had no voice in determining the kind, scope or quality of service.

Processes - Responsibilities, Contracts and Accountability

Responsibilities for the implementation of strategic priorities like Aboriginal education are set forth in the Ministry's, September 1994, Guide. There it is stated that the Ministry is to provide leadership and support for implementation, school boards are to organize planning and allocation of financial, human and learning resources and teachers and school administrators are to participate in planning and do the actual implementation. Responsibilities for students to take advantage of opportunities, for parents to support them and for other agencies to enter into partnerships are also set forth.

Specific Ministry support is to be funding, materials, liaison, representation on school and district committees, consultation, collaboration, evaluation, reporting and communication. It is clear that the Aboriginal Education Branch, as the main agency of government in that strategic area, is to connect with and work through provincial school districts.

In practice, the Aboriginal Education Branch does much of its work through contracts with Aboriginal organizations and school divisions. A copy of contract materials is shown in Appendix G. It can be seen that a contract proposal must be comprehensive and sponsored by an Aboriginal organization. Finalization of a contract includes an accountability agreement in relation to both finances and performance.

Another aspect of accountability deserves attention. General funding for school divisions is by block funding which includes incremental funding for Aboriginal education in the amount of approximately $990.00 per student. In order to provide increased accountability and equity the Minister in early 1994 announced that special efforts would be made to ensure that funds targeted for Aboriginal education were used as intended. In other words, a school division has to have a specific program, usually developed through the Aboriginal Education Branch, in order to access targeted funds.

Adaptations

During an interview it was said that adaptations are continuous because the socio-political and cultural milieu for both government and First Nations is always changing. An example given was the recently completed framework agreement regarding Treaty rights.

Technical adaptations have also been made. There were administrative and technical problems with large contracts in the $100,000 range so now typical curriculum contracts are between $25,000 and $50,000. It has been found also that developed curricula were not being implemented so some contracts now are specifically for curriculum implementation.

Outcomes

Study team members have examined detailed, attractive curriculum materials and have watched powerful video tapes produced through contracts with the Aboriginal Education Branch. Provincial curriculum documents are presently being implemented and 26,000 students are in Aboriginal Education Programs.

It should be noted too that Aboriginal organizations strengthen one another. At the University of British Columbia there is a Native Indian Teacher Education Program and a First Nations House of Learning. During an interview an Aboriginal institute of technology and First Nations language institute were mentioned as valuable partners in Aboriginal education.

4.2.8.3 Analysis and Discussion

Roles and responsibilities for the Ministry's strategic priorities have been clarified. This greatly facilitates and focuses the work of the Aboriginal Education Branch - they are to provide support to school divisions within existing structures. In this sense, political and structural components of the Branch are clear.

From the perspective of human resources the Aboriginal Education Branch is problematic. While cooperative and collaborative approaches are intuitively appealing and politically "correct" they are complicated and costly in terms of the time and energy required to make them effective. This is a need to build process skills among large numbers of partners and to avoid the "burn out" of Branch staff.

In symbolic and cultural areas the Aboriginal Education Branch is closely linked with some school divisions which have contracts and Aboriginal Education programs. In these districts symbolic leadership and organizational culture are changing but it is only a beginning. Many other districts are less involved. To date only 26,000 of 550,000 students in the province take Aboriginal programs. Quality materials have been produced, however, and increased attention to implementation may increase enrollment in Aboriginal programs.

There is a question of process compared to product regarding curriculum development. Developing a curriculum is typically a rich learning experience in itself even before it is implemented. This raises the question of whether or not each school division should produce its own material utilizing collaborative processes for a context-specific product. An alternative would be to establish broader, even provincial, networks for curriculum development and devote the time and energy saved to implementation.

Trends in school curriculum are towards integration and holistic approaches. There are indications that the Aboriginal Education Branch is advocating Aboriginal education as an integral part of the ongoing development of schools and school systems - only then will the changes be truly effective and lasting.

4.2.9 The Alberta Distance Learning Centre

4.2.9.1 Introduction

The Alberta Distance Learning Centre is located in a modern looking, two storey building of steel and glass in Barrhead, about 120 kilometers northwest of Edmonton. Its location was part of a government plan to decentralize service centres to various towns throughout the province. Opened officially in 1984, the central mandate of the Alberta Distance Learning Centre was to build upon the history of service of the Alberta Correspondence School by applying distance learning technology to its operations. In 1987 there was a general reorganization of education in Alberta including the appointment of a new director to the Centre to "get on with the job".[1]

In 1987, as well, a Distance Learning Small Schools project was launched by the Department of Education in ten school divisions - 13 schools - in southeastern Alberta. That project was designed, in part, to address a problem of low completion rates among Alberta Correspondence School students and to provide more equitable program offerings for rural students in small schools. In a three year period the project grew to 139 schools and was incorporated into the Alberta Distance Learning Centre. A detailed report of the project is available from a chapter by Bosetti and Gee (1993).

The present government in Alberta is committed to a balanced budget within three years. The number of school divisions in the province is being reduced from 160 to

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[1] Information is based upon a site visit, a formal interview and informal discussions with several staff members. Print materials such as a Director's 1993 report, classroom handbooks and Guides for Developing Distance Learning Courseware have also been used.

57 , effective January 1995, and the Distance Learning Centre is expected to be "hit hard" by funding cuts.

4.2.9.2 Findings

Clients

Alberta has about 2.5 million people. About 500,000 of these are students in elementary and secondary schools. The work of the Alberta Distance Learning Centre is focused on the approximately 19,000 students who are enrolled in its courses - traditionally called correspondence school students. In 1992-1993: 628 students were at the elementary level taking 2,010 courses; 1,483 were at the junior high level taking 4,600 courses; and 17,001 were enrolled in 23,596 high school courses. Many are said to live in isolated areas but more than half are within 75 kilometers of Edmonton. When asked why these people were not in regular high schools, the reply was that they may not function well there, they want flexible study hours or they may be in penal institutions. The Centre is a partner with several businesses in running an Outreach program in the West Edmonton Mall. In all, the Centre is involved in 11 Outreach programs in Alberta.

Another client group is Francophone communities. Twelve communities are meeting to consider distance learning options and the Centre is working with one of them to create an effective program.

In total, about 45 percent of the students enrolled with the centre are 19 years of age or older - beyond regular high school age.

Clients for distance learning implementation include 12 distance learning consortia among school jurisdictions. In one of the larger ones, 25 schools cooperate to assist learners in using distance education technology.

Types of Service, Scope and Budget

The following table shows three aspects of the Centre's operation:

Function	Full Time Equivalents	Budget
• Instructional Services to registered students	36.5	$2,717,259.
• Program Design and Development	31	$2,541,279.
• Distance Learning Implementation	Consultative staff as required	$191,521.
• Support and Student Services	43.5	$2,372,231.
• Senior Administration	2	$148,210.

Each year *approximately $1.7 million from student fees is put into general* revenue. Fees for a full course are $25.00 for an independent learner and $100.00 for a school or jurisdiction sponsored student. There are also fees of $25.00 for traditional print materials or $50.00 for newer distance learning materials packages. A detailed file of material provides guidelines for producing distance learning courseware. Course components are shown in Appendix H1. An indication of materials produced is contained in the following excerpts from a 1993 Director's report:

- CA1 (Macintosh)

The software Authorware Professional has been used to create a computer-assisted learning package for the entire course. The learning package runs in a Macintosh environment. Currently, ADLC has completed a final release version (1) for Mathematics 30 and beta version CD for Mathematics 13, 20, 23 and 33. Beta version CD for Mathematics 31 is in final development. In addition, a beta release Windows CD for Mathematics 30 is in final development.

- LMS (DEC)

Learning Management System (LMS) runs on a Digital Equipment Corporation VAX Computer and allows questions to be coded according to course, module and objective, cognitive level, difficulty level, and question type (multiple choice, true/false, short answer, random numerical, and teacher-marked). Question codes can then be used to tailor tests for individual or class use. Students can use the computer to ask for tests to be printed and to enter answers to those tests. Teachers have control over the sequence of material to be tested, the integrity of the test (open book or supervised), and the passing grades required to ensure that students are mastering the material before proceeding to a new topic. LMS generates parallel versions of tests so that students can have several attempts to demonstrate mastery of a subject.

The management functions of LMS include the ability for teachers to keep track of students' progress, to build report cards to send to parents, and to see in which areas students are having difficulty.

ADLC currently supports question banks in Mathematics 10, 13, 14, 23, 24, 30, 31, and 33. The following courses are in beta testing: Social Studies 10, 20, 13 and 23; Accounting 10, 20 and Mathematics 7. Teacher resources are available for Science 14, Biology 30, Chemistry 30, Physics 30, and Mathematics 8 and 9. Work is under way in Social Studies 30 and 33, Accounting 30 and Science 7, 8, 9, 10 and 24.

- LXR (Macintosh)

LXR Test is an application software designed for question banking. We currently have 100 LXR users. Question banks for Math 10, 13, 20, 30, 31 and Social Studies 8 are available now. Development is taking place in Mathematics 14, 24, 23 and 33; Social Studies 9, 10, 13, 20, 23, 30 and 33; Science 10; Biology 20;

Chemistry 20; Physics 20; Mathematics 7, 8, and 9; Science 7, 8, and 9. Mathematics 20 is available in French. The questions being placed in question banks using program LXR Test provide a valuable resource for teachers who are creating assignments, quizzes, and tests for students. Recent enhancements allow sorting by course, module, objective, and question type. Further enhancements are currently being made that will allow sorting by cognitive level and degree of difficulty.

- Video

The following ADLC video programs are now available:
CALM 20: Surviving the Interview; Mathematics 10: Multiplying Polynomials; Mathematics 13: Multiplying Polynomials; Accounting 10: Debit and Credit; Mathematics 10: Freddie Factor; Mathematics 13: Freddie Factor; Mathematics 23: Freddie Factor; Calm 20: Building Communication Skills; Mechanics 12: an Oil Change: The Easy Way; ; Mathematics 30: Discovering Conics Services - 1. Cutting the Curves; 2. Graphing the Curves; 3. Defining the Focus: 4. Eccentricity; Mathematics 10, 13: Joe Skeptic and Tilley Tile.

Processes, Adaptations and outcomes

Early in its history the Alberta Distance Learning Centre, on the basis of expressed needs from the field, decided to concentrate on mathematics and science courses at the high school level. Attention then shifted to other high school courses. Current needs are said to be revision of the content and delivery of courses at lower grade levels.

More sophisticated processes with partners and related adaptations are described in the Director's 1993 report:

- Integration of Compulsory Video in Courses

ADLC's venture into making videos mandatory in student studies has resulted in interesting issues that have had to be resolved. It should be noted that these videos are part of the wrap-around design to an authorized commercial text (as the primary reference) and, secondarily, as an effort to reduce development and production/publication.

The following outcomes, concerns and issues have resulted from this change in the design of distance learning course materials:

1. We've reduced the size of materials and costs of production.
2. We've encountered a host of new problems in acquisitions and licensing of video resources.
3. We've had to implement a caution fee for loan versus sale of the videos to reduce cost and make the fees reasonable and accessible to students.

4. We've encountered a positive reaction from students for video; encountered a negative reaction if we charge full duplication costs; experienced a decline in registrations until we instituted the loan option.

- Compression and Cost Cutting Production Requirements - Partnership with Xerox Canada

Because of Treasury directives to lower production costs (and consequently Learning Resources Distributing Centre debt in the Revolving Account) ADLC and LRDC, in conjunction with Xerox Canada, have introduced improvement in the design-production-publishing process. Within the next 1-2 years, these costs must be reduced by 20-30%. Alberta Education extended into Spring/92 a partnership with Xerox Canada to establish new efficiencies in document production as a benchmark initiative for all government sectors. This partnership and initiative (signed off by the Minister) is entitled the Document Improvement and Process Engineering (DIPE) project.

Preliminary outcomes indicate the ability to save 20-30% of production/publication costs if compression techniques (scholar's margin, white space, elimination of peripherals, reduction in size and use of graphics; and so on) are employed.

- Just-In-Time (JIT) Publication

An outcome of the DIPE initiative is the application of JIT publication of distance learning resources. Recent technology advancement now allows PageMaker files used in ADLC to be integrated with the Interlead system and electronically downloaded to Docutech for publication. While delivery is in black-white shades, it is a cost effective measure. While ADLC is concerned with color reproductions, the schools are Xeroxing 2-3 color materials and are not complaining about instructional impact (cost and quality) with students.

A pilot project to transfer all junior and senior level math PageMaker files (12 courses) to the JIT format will be initiated shortly. Given the Western Canada CAI project, JIT publications, on-line throughout the four provinces, could become a reality.

- MultiMedia Secondary Science Project

ADLC has proposed an interprovincial/territorial initiative to develop a multimedia science package in secondary science (physics, chemistry, biology). The project would be modeled on the data base concept being used in the CAI Secondary Math National Strategy on New Media Technologies in Education initiative. This proposal is one of the distance learning/technology action group recommendations included in the Western Protocol Agreement. The concept underlying this project is the development of a database of CAI lessons presented in a highly visual presentation of foundation concepts in one of the three discipline sciences.

In terms of improved service to students, consultation and collaboration with partners and materials produced the Alberta Distance Learning Centre has been generally successful. Development of materials and revision of courses, however, is very labor intensive and, therefore, costly.

4.2.9.3 Analysis and Discussion

The Alberta Distance Learning Centre was created by government and well funded with a clear mandate. Politically and structurally there were few problems. People may have had to move out of a major centre but the Centre has given many people an opportunity to contribute specialized expertise to improving learning for students. The work environment is attractive and appears supportive. There has been time to establish an organizational culture conducive to learning for all. The Centre is costly, however. Moreover, only a small percentage of students in the province are served directly and many of those are in or near urban areas where regular high schools could be expected to be more flexible in meeting their needs.

The future of the Centre is, however, in doubt. The development of courses and materials could be contracted out as the production of video tapes is currently. Integration with other distance learning agencies such as Athabasca University or a television network is also a possibility. Perhaps costly materials should be produced by a consortium of provinces or a series of regional centres across Canada.

4.2.10 Frontier School Division

4.2.10.1 Introduction

The Frontier School Division offers education services in 31 northern and remote communities spread out over more than one-half of the area of Manitoba. Communities rely on fishing and trapping, on forestry, on major hydro-electric projects and on being a service or transportation centre for economic support. Students in the Division are primarily Indian and Metis although in some centres, such as Gillam, the majority of people are non-native.[1]

Frontier school buildings are similar to those in the south being modern and well-equipped. School populations range from nine students in a one-room facility at Red Sucker Lake to about 1,000 students in three schools in Norway House.

The Frontier School Division, one of 56 school jurisdictions in the province, is governed by provincial legislation. Provincial curricula are used although it has been found that considerable adaptation is required to meet student needs. Such local adaptations are encouraged by the ministry. Organizational adaptations, such as having five areas within the Division were recently incorporated into provincial legislation.

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[1] This case description is taken from Board reports on priorities for the past two school years, comprehensive documents regarding student services for 1992 and 1994 and numerous other print materials. An interview and a visit to Division offices in Winnipeg also provided valuable information.

Frontier Division documents state that the primary goal of the Division, in partnership with parents, is to provide the highest quality education program possible for all students regardless of their ability. The motto of the Division is "Partners in Learning". Parental involvement has been a priority for at least ten years and through those processes priorities are reviewed each year. Current priorities are categorized under the following headings: Governance, Human Resource Development, Business Administration, Capital, Finance, Programs, Technology, High Schools, Parental Involvement, Student Leadership, Marketing, Adult Education, Student Retention, Freedom from Violence and Student Services. It is important to see all priorities as connected and related to the primary goal of the Division. The goal refers specifically to "all students regardless of ability", however, because delivery of services to students with special needs in isolated school-communities is a major challenge, this case is focused on that aspect of Frontier School Division operations.

4.2.10.2 Findings

Clients

The clients are students with special needs in a particular family, school and community context. The Frontier Division stresses the importance of a holistic, integrated approach meaning that teachers, administrators, parents, community leaders and other support agencies, including government, are clients ("Partners Learning Together") as well as deliverers of service.

The Frontier Division has approximately 5,400 students in 31 communities. About 45 percent of the students are status, 45 percent are non-status and 10 percent are non-Aboriginal.

Types of Service

Documents state that student services programs are based upon principles of the child's best interests, integration of services, a preventative approach, accessibility, cultural sensitivity, partnership and accountability. Application of the principles to needs assessments in the Division has resulted in the following programs:

In-School Team Response Model including training and staff development;

- Community Response Teams to be integrated with school response teams as shown in Appendix I1.;
- Training Program for Student Service Workers who are a combination of school counselor and nutrition/health advisor;
- Training Program for Resource Teachers;

- Clarification of Roles and revision of job descriptions;
- Revision of Resource Handbooks;
- Development of a Program for the Gifted;
- Monitoring of a Crisis Response Plan;
- An H.I.V. Awareness Program;
- A Small School Counselling Program; and
- Monitoring, Support and Evaluation of regular student support programs.

In addition to regular support, to be outlined in the next section, and to the priorities noted above, the Frontier School Division devotes both human and financial resources to curriculum development and to the production of resource materials including video tapes. Print materials include a curriculum for grade eleven entitled Native Studies 31G: Manitoba's Aboriginal Peoples, a local history of Norway House, an anthology of student writing and a collection of Elders' stories complete with original art. There are numerous materials to supplement the regular curriculum especially at the primary level. Relevant materials are considered to be an important aspect of serving students with special needs.

Financing and Scope of Service

The Frontier School Division has a budget of about $46 million. Revenues include basic provincial grants of $24 million, federal funds of $10 million and $9 million from Indian bands. The largest expenditures are $20 million for regular instruction, $9 million for operations and maintenance and $6 million for what is called "exceptional services". From the latter the following personnel are employed at the school level:

Resource teachers - one full-time equivalent (F.T.E.)/230 pupils;
- Native student teachers - 1 F.T.E./9 teachers;
- Teaching assistants - 1 F.T.E. for from 8 to 1 students depending upon level of need;
- Special class/Occupational Entrance - as per program design.

There are 5 areas in the Division. At the area level there is one special services consultant, one F.T.E. in psychology for every 1,450 pupils and one speech pathologist for every 1575 pupils. At the Division level there is a Superintendent of Human Resources and 70 days per year of an occupational or physiotherapist. Resource persons from Manitoba Education contribute as well and the Diagnostic Support Center is used. Adjustments are made for school size and/or travel requirements.

In addition to personnel, special equipment such as wheelchairs and adapted computers are provided to students who need them. Each year over $100,000. is allocated to special education teaching materials including enrichment material for the gifted. Building modifications have been made and individual transportation plans are in place.

Processes - Determining Priorities, Designing Programs and Being Accountable

A holistic approach, including attention to a child's life context, is emphasized. Context is further highlighted in the stated desire to empower people and communities - "to find Frontier solutions to Frontier problems".

During an interview a Frontier School Division official said "Priorities can come from anywhere". Processes by which Division priorities are determined have key elements including a Division-wide leadership role for all senior staff, broadly-based involvement of all stakeholders, greater and more frequent interaction between board members and senior staff, involvement of board members on working committees and specific action plans for each priority. These processes are part of restructuring which began in 1991 to "flatten", or decentralize, and to integrate the Division - apparently over the years each area had become increasingly separate from the Division. Processes for developing priorities are shown in Appendix I.

Processes related to serving students with special needs are very specific partly because funding regulations require categorization of needs and evidence of appropriate responses by the school division. The referral process utilized by the Frontier School Division is shown in Appendix I3. If it is decided that a child's needs are not being adequately served in a regular classroom the first step is for the teacher to design an Exceptional Program Plan. The Plan is reviewed monthly by the teacher and the resource teacher and twice annually in case conferences. The second step is a School Action Plan for Exceptional Children to be completed by the principal by September 30 each year and to include assessment of needs, deployment of resources, a professional development plan and a review process. The third step is the Annual Division Action Plan reviewed each year by the Special Education Planning and Review Committee which also makes recommendations for improvements.

Accountability is built in to the reporting and review processes outlined in this section. According to a Division official financial auditing is increasingly detailed and internal auditing processes are being implemented. Accountability amongst school staff increases as resources shrink and everyone is under scrutiny. Another dimension of accountability is in tuition agreements being negotiated with First Nations. Chiefs and Councils want to know precisely what basic services are provided to students and what additional services could be purchased for certain intended outcomes.

Adaptations

Having the Division divided into five areas is an adaptation to the large geographic area being served. There is an area office, superintendent, and area board to provide visibility and service on a day-to-day basis. Division newspapers include a page of news from each area.

It has also been reported that the organization is being flattened - made less hierarchical - in order to promote meaningful involvement and horizontal communication, for example, among local school committees and among the five areas. Area superintendents have also recently been assigned more Division-wide responsibilities.

A third kind of adaptation is the major work done to adapt provincial curricula to northern contexts and to produce local resource materials. Student support services are also adapted to culture and to context. As a result Aboriginal involvement and control is increasing at all levels of the Division.

Outcomes

The political and structural changes that took place in the Frontier School Division over many years were recently formalized in provincial legislation. Human resource development for senior staff, non-teaching personnel and professional employees is a specific responsibility of one of the senior administrators. Teachers are provided with housing at low cost or a housing allowance, an isolation allowance, transportation and moving expenses, various leaves and insurance.

In terms of student learning, it was reported that more students are graduating, they speak better and their writing has improved. Some frustration was expressed, however, because student performance on standardized tests does not seem to improve.

4.2.10.3 Analysis and Discussion

From a political, structural, human resource and symbolic/cultural perspective the Frontier School Division has many indications of strength - of good organizational health. It enjoys an excellent reputation from within and across Canada.

Success is, no doubt, related to many factors. The Division motto "Partners in Learning" provides vision - learners of all ages in a community as opposed to only kids in school - and a focus. In keeping with the motto there has been an emphasis on parental involvement over many years. Eight of the 10 Board members are Aboriginal. This involvement is part of the integration of school and community - one way to capitalize on smallness. Attention to community culture, language, history and resources highlights uniqueness and develops pride. On the other hand, disadvantages to isolation have been countered with emphasis on communication such as Division newspapers, assemblies and regional events.

Student services provides a good example of leadership, involvement, high expectations, accountability and quality within the Frontier School Division. They keep setting new and higher goals in that area and in others such as community involvement.

4.2.11 Appalachia and Mid-Continent Educational Laboratories in the United States

4.2.11.1 Introduction

There is no equivalent in Canada to the continuing influence of the National Rural Education Association in the United States, an advocacy and professional organization formed in 1908, nor to a strong national presence in providing support services to rural schools.[1] In 1994, the United States Congress passed the Goals 2000: Educate America Act which includes national education goals and standards, assistance for state and local systemic improvement, parental assistance and support for educational research (See Appendix J1 for titles). The Act also reauthorized a network of ten regional educational laboratories with a mandate to facilitate and support the work of local and state education agencies. More specifically, the labs are to:

develop and disseminate educational research and processes;
- develop a plan for identifying and serving the needs of the region;
- provide technical assistance;
- facilitate restructuring at the school level;
- serve development needs and assist in solving site-specific problems by applying research;
- facilitate communication;
- provide training in field research and in new educational methods; and
- collaborate and coordinate services.

The Appalachia and Mid-Continent laboratories are the subject of this case study.

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[1] Information for this case is based upon one month working at the Mid-continent Regional Educational Laboratory in Colorado, a visit to the Appalachia Laboratory in West Virginia, interviews with Directors and staff and numerous print materials. Some details from the Educate America Act are included in Appendix C.

4.2.11.2 Findings

Clients

Educational laboratories are to serve all education partners but rural areas are being given special attention. The Appalachia Lab, for example, serves Kentucky, Tennessee, Virginia and West Virginia. The Director is quick to point out that West Virginia is 49th in per capita income and that it is second in the nation with 63 percent of the population living in rural areas. In 1989 a special Task Force on rural school districts in West Virginia, which included state, local and laboratory personnel, was called Schools in Crisis: Students at Risk. In the report, typical rural students were described as having a long bus ride, a poor family, and unemployed parents who did not graduate from high school. Students were found less likely to be gifted and more likely to have special needs and to drop out of high school. Neither minority groups nor ethnic background was used to describe students - the primary clients. Regional laboratories are required to devote at least 25 percent of their budget to improving service to students in rural areas.

In practice, laboratories serve students indirectly by working with teachers, administrators, board members, teacher educators, state policy makers, parents and community leaders.

Types of Services

The services provided by the labs are based upon surveys of the needs and possibilities for education in rural areas which have been outlined, in general terms, in the literature review. Specific examples below are drawn from a catalog of products and services of the Mid-continent Laboratory:

- A site-based decision-making and management system, known as A^{+}chieving Excellence, an effective schools program and workshops on thinking skills are provided to address concerns about the curriculum and overall effectiveness of rural schools;
- A local equity leadership model and related training are available to develop school-community partnerships, to strengthen human resources and to examine new structures for finance and governance. There are also video tapes and print materials related to literacy and community development.
- Direct services are provided through a Resource Center, face-to-face meetings and telephone consultations.

Financing and Scope of Service

The Act states that the amount of money allocated to each lab reflects the number of local education agencies and number of school age children in the region as well as the cost of delivering the services within the geographic area. It is further stated that the amount appropriated for the ten regional laboratories for fiscal year 1996 is to exceed the amount for fiscal year 1995 but not less than $2 million. Provision is also made in the Act for two additional laboratories with each to be supported by not less than 2m dollars annually. See Appendix J2 for legislation regarding Regional Educational Laboratories.

Processes - Governance, Organizational Structure and Strategic Planning

The Act states that Congress is interested in promoting state and local government reform efforts in education because it has found that education is fundamental to the development of individual citizens and to the progress of the nation. Section 319 (Appendix J3) says, however, responsibility for education is reserved respectively to the States and to local school systems and other instruments of the State. The Act reaffirms that the Federal Government is not to impose standards or requirements of any kind which would undercut State and local responsibility for education. Local control, in fact, is a focus of the Act.

Local control is supported with structural arrangements, operational practices and financial incentives. Laboratories must do needs assessments and include these in their proposal to Washington for a contract. Each lab has a board of directors drawn from the states it serves - the Appalachia board, for instance, has 28 members, including teachers and researchers, from four states. The Board is to guide and direct the laboratory and to determine its regional agenda. Each state has a Council on Rural Development and must have state school improvement plans in place in order to access funds under the Act. Such improvement plans have elements of strategic planning including the determination of current strengths and weaknesses, local input into setting priorities for development and plans for implementation, monitoring and evaluation. The Act states explicitly that school improvements plans must be community-based or "bottom-up". There may be waivers from state rules and regulations if they impede local improvement plans. Federal sub grants are also provided for local reform and for professional development. Section 401 of the Act provides for parental information and resource centers related to child-rearing and to strengthening partnerships with professional educators. Emphasis on local control and related questions of decision making and accountability require some elaboration for purposes of this study.

Regional educational laboratories are essentially to support and to facilitate local control through needs assessments, a board of directors, and an array of products and services. They are controlled by terms of their 5-year contract with the federal government through the Assistant Secretary to Education, a federal position, and on an on-going basis by their board of directors. The detailed duties of the laboratories make them accountable for those tasks to the board and to Washington through quarterly and annual reports. In addition, the Assistant Secretary is required to provide for independent evaluations of each laboratory in the third year of the contract and to make results known to relevant committees of Congress and to the board of the regional laboratory. Within each laboratory employees are accountable to a director.

Program quality is addressed by basing each program on needs assessments, by developing it through consultative processes and by applying what is known about effective delivery including distance education technology. A common approach in laboratories is to pilot test programs and to revise them accordingly. Laboratories try to model continuous improvement and renewal through attention to quality indicators, monitoring and evaluation. In the final analysis, quality programs are in demand by local school communities and less effective ones are not.

Decisions about expenditures, program development, deployment of human resources and service delivery are made by the board of the regional laboratory on the basis of local needs and priorities and the details of the contract with the Office of Education in Washington.

Adaptations

It seems fair to say that adaptations in the work of educational laboratories are continuous as new needs arise and as results are assessed. Specific and formal adaptations to emerging needs and to changes in the national agenda are required in proposals for the renewal of 5-year contracts.

Outcomes

The role of the regional laboratories is to facilitate, coordinate and support initiatives - to work "behind the scenes". The continued existence of the laboratories over approximately two decades is a reflection of overall success.

Tangible recent outcomes of the Mid-continent Laboratory include written resource materials, videotapes, research, and reports. Specific activities include: research into what makes an effective school; assistance to Pine Ridge Reservation in South Dakota in designing its own department of education; development of a Schools Without Walls program in collaboration with federal, state and university groups, to enhance senior science programs in rural areas; support for the San Luis Valley Board of Cooperative Services to integrate school and community development and assistance to a state in reviewing its school system.

There are, as well, some concerns about the operation of regional educational laboratories. Not all states and local school systems are open to close working relationships with laboratories. The development of local leadership to determine needs and priorities - a focus for support systems - is a continuing challenge. Unless activities are focused it is not possible to effectively integrate national, state and local efforts. Many teachers are reported to believe that rural schools should be like urban schools so they feel deprived and isolated. Voices of rural people - teachers, students, parents and community - must be united and strong if regional laboratories are to be fully effective in serving small school communities.

4.2.11.3 Analysis and Discussion

Local control, federal support, knowledge utilization, restructuring, renewal and collaborative processes are some of the beliefs which appear basic to the existence and operation of regional educational laboratories in the United States. They are temporary systems in that they are designed to accomplish specific tasks within a five-year period.

From a political perspective, it is stated explicitly that the laboratories are to promote local control of education and that they are in no way to infringe upon state or local responsibilities. In practice, the power of local and state elected officials and the service role of laboratories appear to be understood and respected. Personalities do play a role, however, and there is a tendency for local people to either resist outside influence or to consider themselves inferior in comparison to external "experts". There is a paradox in that the labs come close to mandating local control yet local views seem to be respected if people do not want to have anything at all to do with labs. In other words, the labs are highly formal, or "tight", in terms of tasks and accountability and yet are unstructured, or "loose", in relation to how they will accomplish those tasks and with whom - that depends upon changing local circumstances (problems and opportunities) and upon professional expertise.

Regional educational laboratories are a challenge in relation to human resources and to symbolic/cultural aspects. Since they are temporary and service oriented, there are many uncertainties and complexities with which laboratory personnel must cope. First and foremost, they must work within 5-year timelines and be highly accountable to clients in schools and communities, to the board and to one another-they are interdependent for the success of the lab and the renewal of a contract. Their own professional development must keep pace with the demands of the job. Experience in a lab reveals that staff find their work very demanding yet exciting. They tend to be "on the run" and scattered over large areas. They share beliefs and most are highly competent but they do not have much opportunity, nor time, to build a strong organizational culture.

Regional educational laboratories, based upon similar beliefs and with a structure adapted to the Canadian context, could make a major contribution to the provision of educational services to small schools in this country. They could be a service organization for ministries, school boards and any other education agency. As in the United States, they could have built-in provisions for responsiveness, quality, accountability and renewal.

4.3 SUMMARY

The eleven case studies are summarized under the general headings of the research questions in Table 9. It can be seen that five of the developments were initiated by governments primarily in response to political and economic factors, three have come about because of school board action to solve problems and improve service (technical considerations) and three are the result of groups of communities being driven by cultural aspirations. Clients vary depending upon what needs were being addressed, and by whom, at the outset. Government-initiated cases serve public opinion and the general well being of the electorate. School boards focus on their operations and communities tend to be mainly interested in their own survival and development. Accordingly, services range from a single function such as volume purchasing, Aboriginal education, special education or distance delivery to general administration as in the cases of New Brunswick, Clare Argyle, Francophone boards, Littoral and Frontier.

TABLE 9 SUMMARY OF CASE STUDIES

CASE	ACTION BY:	CLIENTS	SERVICES	PROCESSES	OUTCOMES
I. Cooperative Services Program (N.W. Ont.)	16 school boards 1976	Primarily isolated school boards	-business -curriculum/program -supervision -consulting -tendering....	-Member board control -local decisions re service -contracts	-Shift from provincial to local (N.W. board) control -Expansion of services and clients over 18 years
II. School Boards' Consortia (North Bay)	8 School boards 1994	School boards	-bulk(volume) purchasing -(may expand to Sp.Ed. etc.)	-needs assessment -local decisions	-Savings - To date, a technical/ managerial change
III. Educational Reform in N.B.	Provincial Government 1992	School boards and students (indirectly)	-low pupil-teacher ratio -sharing re: Sp.Ed.	-From 42 to 18 school boards -cut middle management -more collaboration	-Organizational/ structural change -Related to economy/ jobs-school effectiveness
IV. Clare-Argyle Acadian Board (N.S.)	13 Acadian communities 1982	School communities	-a school board whose language of operation is French (the only one in N.S.)	-operate under the provincial Education Act	-Currently all board members are Francophone -Apparent success
V. Francophone Board (Sask.)	8 Francophone communities -Prov. Govt. 1994	Francophone communities	-as above for 8 communities - a provincial service level (Conseil General)	-operate under the provincial Educ. Act except boards cannot levy local taxes - prov. and federal $	-Structural/ organizational change -Francophone members on new boards have more responsibility for decision making.

VI. Littoral School Commission (P.Q.)	16 isolated communities (10 Anglophone) -Prov. Govt. 1967	Communities - schools	-administration -finances -facilities -personnel, etc.	-govt.-appointed administrator -provincial curriculum/$ -Parent Advisory Comm.	-Organizational change -Inclusive administration (not Catholic/Protestant-Fr./Anglo)
VII. Shared Services (Sask)	Provincial Govt. 1982	-Students with special needs -4-7 boards share	-specialists for diagnosis, remediation, consulting.....	-conditional funding -formula for full-time equivalents	-Organizational/ technical change -Difficulties re job satisfaction -General success
VIII. Aboriginal Education Branch (B.C.)	Provincial Govt. 1990	72 provincial school districts	-curriculum development -staff development -materials -consulting....	-under Student Services Dept. -$1.5 m budget -advocates collaboration with F. Nations	-Organizational change -Apparent success -Materials produced -Increased awareness and collaboration
IX. Distance Learning Centre (Alberta)	Provincial Govt. 1984	Primarily correspondence school students (19,000)	-courses -materials-print -electronic -tutoring	-$7 m budget -needs assessments -sells materials to school systems	-Basically up-dating the correspondence school -More than half of the students are within 75 km of Edmonton.
X. Frontier School Division (Man.)	School board 1965	31 communities and students	-administration -finances -facilities -personnel, etc.	-"Partners in Learning" -decentralized -action plans -review processes -accountability	-"Healthy" organization -Record of service -Building information base -Improved involvement(8 of 10 Board members are Aboriginal)
XI. Regional Labs (U.S.)	Federal U.S. Govt. 1970's	State and local education partners (25% rural)	-support -coordinating -consulting -materials -research	-$2 m/year/lab -local control/boards -5 year contracts -needs assessments -external evaluations	-Generally successful -Built in-responsiveness -accountability

There is clearly an emphasis in virtually all projects on decentralization, collaboration and local control. It has been found, however, that this is "easier said than done" as collaborative processes are slower than hierarchical ones and often related skills are lacking. Typically, political and structural changes have to be made to launch a project. Processes for decision making, financing and accountability may be clear "on paper" when a change is adopted. Implementation, however, is another matter - change inevitably brings anxiety, process skills are learned slowly and it takes years before people give up old notions and acquire new beliefs. These cases illustrate that people with good intentions are solving some problems and making gradual progress but the process is slow and sometimes painful. This outcome is consistent with the findings of Brown (1991) who said that in decentralizing decision making for schooling there is an exploration stage with emphasis on acquiring information, a trial stage where process skills are strengthened and finally a commitment stage with full implementation.

Many findings deserve further consideration in relation to the literature and to the conceptual frameworks:

- The Acadian communities in the Clare-Argyle region of Nova Scotia, the primarily Anglophone villages along the Lower North Shore of Quebec and the Francophone towns in Saskatchewan have demonstrated some of the advantages of "smallness". Contrary to the pessimism of Vidich and Bensman (1968) they have shown that small communities can make things happen. They support the view of several writers that people in small communities see the school as having a central role in preserving local language and culture. It should be noted, too, that culture is a unifying force in these communities as it provides a focus for their efforts.

- Case studies have also illustrated some of the problems and challenges faced by people in isolated areas. During many interviews specific action was reported to enable people to see beyond their own circumstances - examples include Acadian links with St. Anne's University and the use of external consultants in strategic planning in Littoral. This is in keeping with what Senge (1990) has identified as systems thinking - seeing the bigger picture.

- Many of the initiatives by school boards and governments are responses to perceived problems. Amalgamation of school boards in New Brunswick, new Francophone boards in Saskatchewan and the provision of business/accounting services for northwest Ontario boards lead into questions of governance and structure. In New Brunswick it was stated explicitly that middle management (school board level) was reduced to maintain support at the classroom and school level. If community involvement is effective, making local control meaningful, will middle levels of authority such as school boards be necessary? The middle level may become a service unit as in the organization of

Francophone boards in Saskatchewan or it may disappear. There are no school boards as we know them in Australia. In addressing some problems others are being created or, in some cases, a path is being taken without the destination being determined.

- An elaboration of new problems is in the area of process skills. In one interview it was said "Engagement creates tension". While involvement and local control are advocated there is little evidence of recognition of skills required to make it effective. When people start to share values, beliefs and aspirations, diversity surfaces and problems appear because the true complexity of issues emerges. Business and industrial organizations are investing significant human and material resources in strategic planning, problem solving, decision making and conflict resolution processes. There is little evidence of that attention in these cases but the need is at least being recognized in some, such as the Aboriginal Education Branch and Saskatchewan Shared Services. Problem solving is a characteristic of healthy organizations Miles (1965) and Senge (1990) stresses the need for team learning - these cases highlight the need for attention to both.

- An overview of the cases reveals that initiative is often confined to one area of concern or to one level of the organization for education. Findings indicate, however, that distance education requires major adaptations of teachers, community involvement demands new skills of principals and having special needs students in regular classrooms can upset whole communities. The need for integrated leadership and support at all levels - local, system and provincial has been demonstrated repeatedly in these cases as it was in the Saskatchewan School Improvement Program (Newton, 1990c). The New Brunswick and Frontier cases are the best examples of integrated, focused developments.

- Another important finding is that educational organizations usually lack information capital as a basis for accountability and ongoing development. Conceptual clarity regarding intended outcomes, quality indicators, regular monitoring and systematic evaluation are interrelated yet seldom are all receiving attention.

The eleven case studies illustrate that equity issues can be effectively addressed by improving second and third level educational services for school communities in isolated regions of Canada. Initiatives may come from local, system or provincial levels and if they are focused on a problem or an opportunity by flexible people willing to work together results can be realized. In many ways, these cases of development stand between two worlds - the traditional, hierarchical structures based upon absolute truth and stable conditions and an emerging paradigm centered around situated/contextual knowledge, shared leadership and continuous learning for a complex, uncertain environment.

5.0 EDUCATIONAL SERVICES FOR FIRST NATIONS

The literature and data presented in the first four sections of this report provide a broad overview of educational services. The task of this section is to reflect on this information and make some recommendations for further developments in First Nations educational services. The recommendations grow out of a conceptual framework and a consideration of four options for First Nations use of non-First Nations educational knowledge.

Learning from 359 Years of Experience

We have over three hundred years of experience with First Nations education in North America. Harvard College was established in 1636 with a stated mission of "educating the English and Indian youth of the colonies". This backlog of experience has established certain facts that must be considered in developing positive policy affecting First Nations educational services. Failed experiments in First Nations education such as the residential school experiment have left Canada and First Nations with enormous social, economic, and moral costs. There is no disagreement that First Nations have the lowest rates of educational attainment, the lowest incomes, the lowest employment rates, the highest social assistance rates, the highest incarceration rates, the highest youth suicide rates, etc. of any group in Canada. We are on the highest cost side of all social indicators. We believe one root of these problems is systematic miss-education based on a historically pervasive myth of First Nations ignorance.

5.1 DECONSTRUCTING THE PRIMARY MYTH OF DISCOVERY

They told me to tell you the time is now.
They want you to know how they feel.
So listen carefully, look toward the sun.
The Elders are watching.
(Bouchard & Vickers)

In 1994, we still live with a devastating educational myth created by the colonizers who came to our land. This myth of the untutored savages denies that traditional First Nations education exists, or at best exists as basic survival skill knowledge of an "informal" or "primitive" nature. The colonizers couldn't acknowledge that First Nations had complex systems of education which included informal and formal educational methodologies and which included basic survival skills; but also emphasized so much more than this. This quote by Methodist missionary Thomas Crosby exemplifies this mythic thinking and shows the Christianizing goal of education for First Nations children:

> The Missionary finds among a people that are so constantly moving about that if he is to expect real good work, it must be done by gathering a number of the children together in

> a Home or Boarding School or Industrial Institution where they can be kept constantly and regularly at school and away from the evil influences of the heathen life (1914, p. 84).

Contrast the Missionary quote with this one by the late George Clutesi, a well respected B.C. First Nations teacher, artist, and writer, who described traditional "Indian Culture" and higher forms of education within culture this way:

> We must not confuse ourselves with the belief that Indian culture is confined within the narrow limits of carving totem poles, masks and other like media. The West Cost Indian of this continent of North America sought and studied in great depth other areas of culture. Not the least of them was the belief and the ability to live with one's neighbor in a philanthropic and compassionate manner.
>
> The mastery of public-speaking was essential to reach the public in teaching, in storytelling and in frequent reviews of existing laws, histories and tenets of each tribe. This created men and women philosophers, teachers of high repute in many regions who may be likened to professors and doctors much like the western society (1990, p. 135).

More will be said in the following section on values (5.3).

The myth of "primitive" education has been internalized by many First Nations over the years through forced assimilationist attempts to educate our children in the missionary schools, the residential schools, the day schools on reserve, public schools, and now sometimes at the band controlled schools. The following quotes cogently portray how First Nations people felt about their own people and culture after experiencing a residential school system and then public schooling:

> Our values were as confused and warped as our skills. The priests had taught us to respect them by whipping us until we did what we were told. Now we would not move unless we were threatened with a whip. We came home to relatives who had never struck a child with a whip. We came home to relatives who had never struck a child in their lives. These people, our mothers and fathers, aunts and uncles and grandparents, failed to represent themselves as a threat, when that was the only thing we had been taught to understand. Worse than that, they spoke an uncivilized and savage language and were filled with superstitions. After a year spent learning to see and hear only what the priests and brothers wanted you to see and hear, even the people we loved came to look ugly (The late George Manuel in Manuel and Posluns, 1974, p. 65).

****

> Provincial school integration for First Nations meant that our children attended the public school and learned the same curriculum as everyone else and were treated "the same" as other children. This form of integration was really assimilation because the culture of the First Nations' child was considered a barrier to the child's academic progress and had to be overcome....I attended an "ordinary" public school and I remember the feelings of displacement; I remember the awkward feelings of being *different* because I was an *Indian*. This awkwardness occurred because others did not understand or appreciate my cultural difference, and *I did not know how to tell them*. I dreaded the social studies and history lessons where we read about Indians (A personal experience, Jo-ann Archibald, 1991, p. 190-191).

Our Elders say that in order to understand where we are now and to know where we want to go (in the future) we have to know where we've come from. We have to understand the practices and effects of colonization via education. As Verna J. Kirkness, a well respected national educational leader said in a talk to educators, "we need to cut the shackles". One way is to - *let the traditions preserve us.*

Many Elders and cultural teachers have said that our traditions come from the Creator, the land, and the Ancestors. Traditions and the values embedded within traditional teachings are prevalent in many Aboriginal contexts today. Cultural Centres, Friendship Centres, Aboriginal Post-Secondary Institutions, First Nations programs, and reserve based programs are few examples. The term "traditional" should not be thought of as only existing in the past. Our challenge as Aboriginal people is to transform the traditional knowledge/values into a contemporary context. Today, many First Nations communities are on an emotional, spiritual, and physical healing path from the abuses suffered from assimilationist educational experiences. The need for these types of healing must be considered in the second and third level educational services. Staff such as counselors, Healers, Elders with expertise in emotional and Spiritual healing should be hired and programs/curricula such as peer support groups, culturally appropriate programs on alcohol/drug prevention, HIV/AIDS, Fetal Alcohol Syndrome/Effects should be considered core curricula. The positive influence of cultural healing and the need for family healing is reinforced in the following experience told by Rosa Bell:

> Spending much of my childhood in residential school has caused me pain, especially not being able to ask Mom why I was sent away from home as a young child for fear of hurting her with painful questions. For the past two years

> I have been learning the Sacred Ways. Coming to terms with my past has helped me to heal and in sharing my story I hope I will be able to help others.
>
> Recently I went to Mom's for Sunday dinner. I had decided that I would ask the question that had always bothered me. I gathered up all my courage and said, "I am writing a paper and I need to know why I was sent away to residential school."
>
> I am sure she was surprised to hear this question. I waited while Mom sat and thought. When she spoke her voice was weak. "Your Dad was very sick," she said, "and I couldn't take care of all of you. I couldn't support all of you. The Indian Agent told me to send some of you kids to residential school. The Agent told me they would take good care of you. He picked out which of the children would go. I didn't have any choice or say in the matter."
>
> I couldn't ask Mom any more questions. I could hear the hurt in her voice, so we talked of other things before I took her to her bedroom for the night. Before I left Mom she asked when I would be coming back to work on learning Haida names. I felt incredibly happy. My mom wanted me, she wanted to share time with me. She wanted to help me learn our language and family history. I just felt so happy, it's hard to describe.
>
> I feel that the door between my mom and I was opened again. I feel like a weight has been lifted. I also feel sad knowing why I was sent away. The child inside me needs more. I had prepared myself to accept any answer that she would give. Her words are now in a safe place within me. they will help me on my journey of healing.
>
> I have cried and know it is time to let the bitterness and resentment go. I have survived and will continue to grow from here. I sent the hurt away with the smoke of sweetgrass. It is dismissed to go where it will. It will no longer stay inside me to grow and fester. Now I can go on to a brighter tomorrow (1993, p.8, 15).

Another method of deconstructing the discovery myth is the Indian Control of Indian Education Policy (ICIEP) which was adopted by the Department of Indian Affairs in 1973. For just over 20 years, many First Nations Bands across Canada have administered and controlled, in varying degrees, their education systems from Kindergarten to grade 12 and also post-secondary. This policy advocated a nonassimilationist stance and provided philosophical guidelines for education true to First Nations values and culture:

> We want education to provide the setting in which our children can develop the fundamental attitudes and values which have an honored place in Indian tradition and culture. The values which we want to pass on to our children, values which make our people a great race, are ...found in our history, in our legends and in the culture. We believe that if an Indian child is fully aware of the important Indian values he (she) will have reason to be proud of our race and of (herself) himself as an Indian.
>
> Our aim is to make education relevant to the philosophy and needs of Indian people. We want education to give our children a strong sense of identity with confidence in their personal worth and ability. We believe in education:
> - as a preparation for total living;
> - as a means of free choice of where to live and work;
> - as a means of enabling us to participate fully in our own social, economic, political and educational advancement (Native Indian Brotherhood, 1972, pp. 2-3).

We suggest that Department of Indian Affairs educationalists, First Nations education authorities and the communities they serve revisit this important document which provides principles for curriculum, parental involvement and responsibility, First Nations teachers, and cultural sensitization for non-Native teachers, facilities, and other support services. We believe that this important policy can still serve us well today. The challenge remains of transforming these principles to current educational practices. We must continually ask, "What does First Nations education mean?"

Havighurst (1981) distinguishes between two competing goals for education, "education for assimilation" and "education for self-determination". The difference between the two becomes clearer if we shift from the noun, education, to the verb, learning. Learning for assimilation has a different philosophy and a different practice as well as a different goal than learning for self-determination.

> I didn't understand my own education until my grandfather helped me put it into perspective. In college I took a course in the psychology of human motivation that covered concentration camps, brainwashing, and prisoners of war. When I talked to Grandpa about what we were studying, he said to me: "We are prisoners of Peace." When he said that my own educational experience fell into place. I suddenly understood the love-hate relationship I have with education. (Eber Hampton in Hampton and Wolfson 1994, p. 90-91)

Education for assimilation is really a form of "re-education" or brain washing. It requires the learner to relinquish his or her identity in order to identify with another culture, value system, language, and world view. We are living with the devastation caused by over a hundred years of this perversion of education. The research team have included a few peoples' experiences, in this section of the report, so that we do not forget the human social dimension of education. Our message to governmental policy-makers is that Aboriginal people will never accept assimilationist approaches again and that governments must not shirk their responsibility for rectifying the devastating effects of educational assimilation. Government policy-makers should recognize that First Nations are trying to provide education for self-determination in First Nations schools.

Education for self-determination is true education, it affirms the student's values and identity. It was what First Nations had in mind when treaties were negotiated. It is what First Nations still have in mind.

Part of the research team's conceptual framework of education for self-determination, is First Nations control of First Nations education. We take it for granted that the essential decisions about educational services will be made by First Nations. Other wise, why bother? In essence the 359 years teach us that with First Nations design, decision making, and implementation, educational services have significant probability of success. With Euro-Canadian control the probability of failure and the probability of destructive unintended consequences are both close to one.

First Nations must continually ask, "What does First Nations control of First Nations education mean?" It is not just a change of personnel. It is a change from education with a control ethic to education with a First Nations traditional respect ethic. It is education built on a world view that defines humans in a different way. Murray Sinclair (1994) writes, "Differences in Aboriginal and Euro-Canadian world views pervade every aspect of life and living. These world views are not theoretical constructs that have no application in everyday live. On the contrary, they are the basis for what is valued in life, and for beliefs about how life goals are attained (p. 25-26)."

To decolonize the myth of discovery, First Nations must reaffirm and strengthen our Aboriginal world views. To do this, First Nations must review and reaffirm traditional values which develop and sustain good human beings. Government policy-makers must shift from the model of education for assimilation to education for self-determination.

5.2 FIRST NATIONS PEOPLE LOOK AT EDUCATIONAL SERVICES: FOUR OPTIONS

In taking the journey of reaffirming Aboriginal world views, a story comes to mind. In many Aboriginal cultures there is a trickster character who makes us think about our actions and behavior.

Where's The Bone Needle?

> Old Man Coyote had just finished a long hard day of hunting. He decided to set up his camp for the night. After supper, he sat by the fire, and rubbed his tired feet from the long day's walk. He took his favorite moccasins out of his bag and noticed that there was a hole in the toe of one moccasin. He looked for his special bone needle to mend the moccasin, but couldn't feel it in the bag. Old Man Coyote started to crawl on his hands and knees around the fire to see if he could see or feel the needle. Just then Owl came flying by and landed next to Old Man Coyote and asked him what he was looking for. Old Man Coyote told Owl his problem. Owl said that he would help his friend by flying around the fire. After he made one swoop around the fire, he told Old Man Coyote that he didn't see the needle. Owl said that if it was around the fire, then he would have seen it because his eyesight was very good. He then asked Old man Coyote where he last used the needle. Old Man Coyote said that he used it quite far away, over in the bushes, to mend his jacket. Then Owl asked him why he was searching for the needle around the camp fire. Old Man Coyote replied, "Well, it's easier to look for the needle here because the fire gives off light, and I can see better here".

Everyone knows the experience of misplacing something important, looking for it, not finding it, and repeatedly looking in the places it should be. As First Nations and the federal government take on the goal of finding the bone needle, the best educational services, for First Nations students, it will be difficult to avoid going over the same ground. This process, a normal human absurdity, has tragic consequences in education. An educational process does not work but we persevere. The repeated application of Euro-centric educational practices to First Nations children in the fact of repeated failure takes on an aura of blind compulsion.

The first four sections of this report review different arrangements and forms of educational services in non-First Nations education. Here the research team identifies four options for using this information in service of First Nations students. These four options are presented as matters of degree rather than mutually separate alternatives. We believe that the first three options if done well will actually shade into the fourth option.

5.2.1 Option 1. Implement current best practices:

One obvious way for First Nations to deal with knowledge of Euro-Canadian educational services is to simply identify, adapt, implement, and evaluate what they believe to be best or most appropriate practices. Skimping on the first step of identifying best or most appropriate practices seems a fairly sure route to disaster. A common extreme is to uncritically apply conventional Euro-Canadian educational theory and practice to First Nations students. Conventional educational services do not work well with our students. About half of our students are in Provincial schools which have access to educational services. In spite of (it may be more accurate to say because of) this fact our students do better in reserve schools which have less access to services. Our rule of thumb is to never assume an educational practice will work with our students, no matter how well accepted that practice is elsewhere.

Identifying best and most appropriate practices as well as evaluation demand the application of a value system. Articulating, describing, and exemplifying the value system to be used is an important task since values underlying practice are often unconscious and in conflict with espoused values (Argyris and Schon, 1958). Judgments about what might be appropriate practice to implement also demands an assessment of local conditions, resources and needs.

Other potential pitfalls to this option include a failure to adequately adapt the services to local conditions and failure to adequately evaluate service outcomes. The "menu" of services in Euro-Canadian contexts may not include some services that are appropriate to First Nations schools.

We recommend that the school community come together in a workshop structure over a period of time throughout each school year, to identify cultural values and to screen and evaluate the best educational practices and services through this cultural lens or "eye" as the following Coyote's Eyes story hints at us. This story was told by Terry Tafoya, from Taos New Mexico.

Coyote's Eyes

> Long time ago, when mountains were the size of salmon eggs, Coyote was going along, and saw that Rabbit was doing something. Now this Rabbit was a Twati, an Indian doctor, and as Coyote watched, Rabbit sang his spirit song, and the Rabbit's eyes flew out of his head "Whee-num, come here," and his eyes returned to their empty sockets.

This greatly impressed Coyote, who immediately begged Rabbit to teach him how to do this.

Rabbit said no. Coyote Begged. Rabbit said no.

"Oh, please", cried Coyote.

"No", replied Rabbit.

"But it's such a wonderful trick! Teach me".

"No".

"But I'll do exactly as you say!"

"I will teach you," said Rabbit, "but you must never do this more than four times in one day, or something terrible will happen to you." And so Rabbit taught Coyote his spirit song, and soon Coyote's eyes flew up and perched on a tree.

"Whee-num! Come here!" called Coyote, and his eyes returned to him.

Now Rabbit left, and Coyote kept practicing. He sent his eyes back and forth to the tree four times. Then he thought, "I should show off this new trick to the Human people, instead of just doing it for myself." So Coyote went to the nearest Indian village, and yelled out for all the people to gather around him. With his new audience, Coyote sang the Rabbit's song, and the crowd was very impressed to see his eyes fly out of his head and perch on the branch of a tree. "Whee-num!" Coyote called out. His eyes just at on the tree and look down at him. The Indian people started to laugh.

"Come here!" shouted Coyote. His eyes just looked at him. "Whee-num!" Just then a crow flew by, and spotting the eyes, thought they were berries. The crow swooped down and ate them.

Now Coyote was blind, and staggered out of the village, hoping to find new eyes. He heard the sounds of running water and felt around, trying to find the stream. Now, around flowing water, one finds bubbles, and Coyote tried to take these bubbles and use them for eyes. But bubbles soon pop, and that's what Coyote discovered. Next Coyote felt around and discovered huckleberries, so he took those and use them for his eyes. But huckleberries are so dark, everything looked black. Now Coyote was really feeling sorry for himself. "Eenee snawai, I'm just pitiful", Coyote cried.

"Why are you so sad?" asked a small voice, for little mouse heard him.

"My dear cousin", said Coyote, "I've lost my eyes.... I'm blind, and I don't know what to do".

"Snawai Yunwai," replied Mouse. "You poor thing. I have two eyes, so I will share one with you." Having

> said this, Mouse removed one of his eyes and handed it to Coyote. Now Coyotes are much larger than mice, and when Coyote dropped Mouse's eye into his socket, it just rolled around in the big empty space. The new eye was so small it only let in a tiny amount of light. It was like looking at the world through a little hole.
> Coyote walked on, still feeling sorry for himself, just barely able to get around with Mouse's eye. "Ennee snawai, I'm just pitiful", he sobbed.
> "Why are you crying, Coyote"? asked Buffalo in his deep voice.
> "Oh cousin", began Coyote, "all I have to see with is this tiny eye of Mouse. It's so small it only lets in a little bit of light, so I can barely see."
> "Snawai Yunwai," replied Buffalo, "you poor thing. I have two eyes, so I will share one with you." Then Buffalo took out one of his eyes and handed it to Coyote. Now buffaloes are much larger than Coyotes, and when Coyote tried to squeeze Buffalo's eye into his other socket, it hung over into the rest of his face. So large was Buffalo's eye that it let in so much light, Coyote was forced to continue his journey, staggering about with his mismatched eyes.

First Nations stories contain layers of metaphors. In this story, the eyes may represent world views and vision. A common traditional teaching is that one should appreciate the gifts given to us by the Creator and learn to take care of and honor our gifts. The gift of cultural knowledge shared in the story was not respected and the Coyote trickster ended up losing his vision. To provide quality educational services for First Nations children, clear vision is essential and cultural knowledge and values must be treated carefully. For the discussion of the four options presented in this section, Coyote's mis-matched eyes may symbolize the Aboriginal and the Euro-Canadian world view/educational context.

5.2.2 Option 2, Reject non-First Nations practices:

Sinclair (1994) suggests that First Nations have an understanding of the essential nature of human beings that is diametrically opposed to that on which most Canadian education is based. Back in the 1960's a First Nations author interviewed by CBC suggested the best solution for educational problems was to, "burn all the schools down and start over". The sentiment is understandable given that the most common products of our children's schools were failure labels. Since there are now many reserve schools of which we are quite proud we have locked up the matches. However, in speaking of second and third level educational services it will make sense in some cases to either "start from scratch" or design a service solely from a First Nations perspective without reference to Euro-centric practice. For example a group of First Nations schools may decide to work together on an Elders in the schools program that may or may not have some parallels in Provincial school systems. In general our history and pervasive Euro-centric educational models means that this option has limited application and rejecting completely non-First Nations practices may be impossible, and/or undesirable. Coyote certainly could live with only one eye; however, the fact remains that his vision would be limited.

Even though this option is the apparent opposite of the first option, the research team believes that it too requires the same steps of first articulating a value base, or framework in which to choose what not to implement or what to reject. Specific non-First Nations practices should be rejected because they clearly do not resonate with cultural ways of teaching and learning. For example, in the area of First Nations language instruction, teaching methods and curriculum which copy a segmented linguistic approach do not teach functional use or fluency of First Nations language. In fact, children get bored if this is the only approach used.

5.2.3 Option 3, Take the best of both worlds:

This advice to First Nations students is quoted so often that educators sometimes forget the underlying complexity and challenge of putting it into practice. If First Nations attempt to "take the best of both worlds" in a superficial way we will have an incoherent system that generates and perpetuates internal and external conflict. To do this well in the area of educational services requires effective use of a value system. Without knowing the world views and value systems that guide educational choices this option will produce confusion

Again Coyote the trickster may help us here. In the story, he ends up with two mismatched eyes, which could symbolize what would happen if the best of both worlds is taken without teaching the learner how to use them. A First Nations traditional teaching also reminds us that we should know very well the environment/world in which we live. Culture is dynamic, and since our worlds or milieu change over time, the educational environment which is created must provide learners with the ability to accommodate change in better ways than Coyote has.

5.2.4 Option 4, Value based choice:

A fourth option is to take the best pedagogy, policy processes, administrative approaches, and educational service from the public school systems and incorporate them into a sound First Nations framework: a framework that clearly has emerged from collaborative discussions and mutual thinking of community/school participants; a framework where traditional values have been articulated, scrutinized, and screened through the lens of education.

Values such as respect for individuals and for knowledge itself, responsibility to share knowledge, reciprocity - giving back through service to others and community/nation are only a few examples.

The late Linda Akan, of the Saulteaux Nation, shared her understanding of the talk of her Elder, Alfred Manitopeyes, who spoke in Saulteaux in response to the question "What do you think Native students and educators ought to know about Native Education?" The research team presents her understandings because we believe that First Nations should explore First Nations educational concepts first through their language then transform these into an educational framework for curriculum and teaching.

> The term "education" in Saulteaux understanding is a lifelong learning process. Other than formal school training it involves both traditionalist and modern cultural knowledge." (1992, p. 194)
>
> The Elder contextualized the concept of education. First he identifies at least two kinds: *Mooneyowinih kah kinahmakait*, "whiteman's" teachings or schooling, and Anishinabaywin, or Saulteaux teachings. He approves of these Elders' teachings, which consisted of both kinds of education, and presents an ideal character as someone who "minds" all things, or is thoughtful and discerning and is able to balance both kinds of education. (I have chosen to use the word traditionalist to refer to an individual who incorporates "old" knowledge in a modern context, in a balanced manner. Tradition in this context does not mean a return to a vestige of the past; it refers to a continual cultural resolve of individuals or groups to be in the world and with the world.)
>
> The Elder values perseverance in school and in life and encourages us to take the best from the "white" teachings, or formal education, and to incorporate this knowledge into Saulteaux or First Nations teachings. Because the value of being true to ones self is also implicit in traditionalist educational discourse. It is desirable for all learners and educators to balance the best of school training with the best of their own cultural teachings. (Pg 203-204)

5.3 MORE ABOUT TRADITIONAL FIRST NATIONS VALUES RELATED TO EDUCATION

Traditional educational principles are holistic, and bring together the mental, emotional, physical, and spiritual aspects. First Nations stories exemplify a holistic educational approach. A teaching story will make the listener think/use the mind and imagination, feel, act/physical, and connect spiritually with one's inner being and with the Creator. With the introduction of Western mainstream education First Nations cultural knowledge and pedagogies have been banned, omitted, ignored, or offered in piecemeal fashion within schooling contexts. For example, First Nations stories have been denigrated to moral tales or simply "why" myths. They can explain why things happen and they do remind us of morals and values. However, they also teach history, science, philosophy, critical thinking skills, appreciation of beauty, being respectful to the relations, geography, and they also expand the memory.

The articulation of a value base for making educational choices is a complex and perhaps inherently incomplete process. At the research team's limited level of understanding it seems that First Nation value systems may be miss-represented by simple lists of values. We believe such lists have value in some situations but we also believe there are inherent dangers of misuse and misunderstanding. It is as if some things that are really important cannot be made explicit but must remain implicit. For example, we have no personal memory of a First Nations Elder explicitly drawing "the moral" from a story. Occasionally, we have heard a general or specific comment taken from the story to apply to a current issue. But, never have we had the sense that there is some definitive summary, specific or sole "meaning" of the story. Rather, our sense is that stories, ceremonies, and other traditional educational processes offer us as learners a verbal or enacted experience from which we may chose to learn.

Austin Hammond, a Tlingit Elder said, "Raven makes mistakes so we don't have to."

Lists of First Nations values have the apparent virtues of explicitness, simplicity, and order. Life is not like that. As authors we keenly feel and share the dilemma with you. We advocate the articulation of a First Nations value base for choosing educational services. But we have a deep mistrust of articulated value systems that are then placed in a column beside another column of non-First Nations values. The only path we know is one of respecting our own ignorance. Elders have repeatedly cautioned us about saying more than we know. However, they have taught us to share what we know when the time is right. Our Euro-centric educations have taught us to be confident, clear, and quick in our statements. Clearly, we are conflicted. It is not as if nothing can be said. It is simply that we have a profound caution against believing that our words can capture the essence of our values.

Hampton (1994) suggests some tentative standards for First Nations education drawn from his interviews with First Nations educators. Toye (1994) has reviewed curriculum products from different First Nations and different points in history. She finds a core set of values more or less explicitly articulated in the curriculum. Many First Nations groups and individuals have developed statements of values. We could here suggest a few core values to help us think about educational services. That would have the virtue of reminding us to test services and arrangements for services against what we suppose to be our values.

We ask the reader to share our caution as we suggest that our recommendations for educational services be tested against the values of:

- Diversity: Obviously every First Nation is different. Respect and provision for diversity in educational services and arrangements is an essential criterion. For example, a group of schools may decide that it needs help in development of curriculum with a First Nations language of instruction while another group of schools may choose English or French as the language of instruction.
- Responsibility: First Nations education is a First Nations responsibility. Treaties commit the Canadian government to education that produces equal educational outcomes (Hampton and Wolfson 1994). This commitment cannot be met without adequate funding. More importantly, history has demonstrated that it cannot be met without First Nations control.
- Relatedness: Educational services are often delivered in a fragmented fashion. We suggest that an awareness of systemic interactions is an essential context for educational services. For example, the economic, spiritual, and community effects of a particular service or delivery system are important factors.

5.4 RECOMMENDATIONS FOR A FIRST NATIONS PROCESS OF DEVELOPING SECOND AND THIRD LEVEL EDUCATIONAL SERVICES FOR FIRST NATIONS SCHOOLS

The process the research team is going to recommend is congruent with the educational and organizational development models summarized in the first four sections of this report. However, the credibility and utility of the recommendations has nothing to do with this literature and everything to do with congruency with First Nations values and processes.

5.4.1 An action/values process

Regarding the process for developing First Nations second and third level educational services the following steps are advocated:

1. Use the list of services in Table 9 of this report as a preliminary list of second and third level educational services.

2. Use the summary table of options in Table 8 for educational service arrangements as a preliminary statement of arrangement options.

3.a Conduct research directed at adding First Nations identified services and arrangements to the preliminary services list and options list (from steps 2 and 3). Suggested guidelines for the RFP for this research include:
- The research should be contracted to a First Nations organization;
- It should have direct participation of a sample of Band schools and educational authorities;
- It should use an action research/case study methodology;
- It should suggest some priorities for services and delivery arrangements;
- It should test an implementation strategy similar to the one outlined in Step 4 below.

3.b Sections of the current research study "Organization of Educational Services in Sparsely Populated Regions of Canada" may have application for planning and implementing research methodology, in particular:
- The "Trends and Issues" section pp. 25-28;
- Change implications summarized on pp. 39-42 should be examined for consideration in implementation strategies and research;
- The findings from the eleven case studies listed on pp. 99-100, may have contextual similarities to various First Nations schools.

4. Based on the results of step 4 modify and implement a strategy that:
   - Identifies and describes in a local context First Nation values for making educational decisions.
   - Develops concrete examples of values in use for educational processes.
   - Develops an inventory of First Nation educational assets at the school, community, and educational authority levels.
   - Develops a menu of second and third level services to be provided.
   - Sets up a delivery arrangement with associated costs and evaluation processes.
   - Implements services and ongoing evaluation of outcomes.

5. In consultation with INAC establish adequate funding levels allocated to schools and central education authorities (e.g. AFN Education Department, FSIN Education Department, Mikmaq Education Authority, etc.) to purchase or develop educational services.

5.4.2 First Nations university initiatives are necessary to provide the knowledge base, professional educators, and research assistance for educational services. There are First Nations teacher education programs at universities across Canada. There is one graduate studies program for Aboriginal students in education, at the University of British Columbia: Ts"kel. Issues related for First Nations schools are addressed in the students' course work and thesis/projects. It would be advantageous for First Nations schools to partner with appropriate university teacher education programs and graduate schools/programs for collaboration on various services planning and implementation.

5.4.3 Governance:

Working from the data in the first four sections of this report it is clear that a variety of governance options are possible. It is outside the scope of this research to survey current and possible future options available to First Nations. In some cases well established governance systems are already in place. The Education Commission of the Federation of Saskatchewan Indian Nations for example, has already developed a draft statement of Educational Principles that guides its provision of (limited by funding) educational services to member bands. Clearly in this and other cases the ability to develop a wider range of services and delivery mechanisms is primarily limited by available funds. It could be within the scope of the research recommended in step 5 above to survey existing and possible future options available for First Nations governance of educational services. Alternatively, we would recommend a separate survey of First Nations educational governance.

One of the clear findings in this research is that initiatives in educational services come from many sources. In the First Nations context it is also clear that initiatives come from perhaps an even wider range of sources: national organizations, Indian Affairs, school boards, tribal councils, provincial First Nations organizations, communities, provincial educational authorities, etc. While this diversity of sources adds richness, it also leads to fragmentation, unnecessary duplication, and sources of conflict. At this point we can only suggest the development of a clearing house for dissemination and the development of clear lines of communication and authority in decision making. We expect that in most cases the final authority for educational decision making will rest with individual band schools and that services will be offered on an optional basis by more centralized educational structures.

As the research team planned and completed this research project Organization of Education Services in Sparsely Populated Regions Of Canada, we continually asked ourselves "What would our Elders say?" we believe these words should begin and end our work.

> ***They told me to tell you the time is now.***
> ***They want you to know how they feel.***
> ***So listen carefully, look toward the sun.***
> ***The Elders are watching.***
> **(Bouchard & Vickers, 1990).**

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APPENDIX A

SAMPLE STUDENT AND PARENT SURVEY RESULTS

Table 4.4

Students' Views - Selected Items from a School Climate Survey (N = 366)

Item	Percentage of responses		
	Positive	Neutral	Negative
1. I enjoy school	52.8	27.6	19.7[1]
2. Students get along well	72.9	13.7	13.4
3. Teachers take a personal interest in me	37.9	36.5	25.6
4. Teachers are available to give extra help	72.3	14.3	13.5
5. Teachers know the subject matter	86.3	7.8	5.9
6. Teachers are enthusiastic about teaching	57.7	30.9	11.3
7. Teachers are in class on time	42.5	26.5	30.9
8. Teachers are prepared	81.3	13.5	5.2
9. Teachers expect me to do my best	94.7	4.4	0.8
10. School rules and regulations are fair	50.4	21.5	28.1
11. There is a good school spirit	34.2	23.6	42.2
12. Students take care of school property	36.0	26.4	37.6
13. School is a good place to make friends	71.6	16.0	12.4
14. I like to do well in school	80.4	6.8	2.7
15. My parents are interested in how I do	94.8	3.6	1.6
16. Students willingly participate	50.1	25.1	24.8
17. Discipline is firm and consistent	59.2	22.5	18.3
18. There is good teacher-student cooperation	52.0	28.3	19.7
19. Our school is well decorated	42.2	25.2	32.6
20. The principal does a good job	67.0	9.8	23.2
21. We have an adequate say in decisions that affect us	39.0	23.4	37.6
22. Students behave well in class	30.7	35.9	33.5

[1] Percentages may not total 100 because of rounding off.

Table 4.2

Students' Views of School Program (N = 366)

Program Component	Percentage of responses Positive	 Neutral	 Negative
1. The number of course options	42.6	16.2	41.2[1]
2. Emphasis on basic skills	77.0	15.3	7.7
3. Homework - fair, satisfactory	51.9	22.8	25.2
4. How much you are learning	73.3	13.6	13.0
5. The marks assigned to you	64.3	17.4	17.8
6. What is reported to your parents	61.0	22.1	16.8
7. Extra-curricular activities	81.0	9.9	9.2
8. Student representative council	69.6	16.6	13.8
9. The school facility	63.5	26.2	11.3
10. Chances for success in class	72.9	16.0	11.0
11. The length of class periods	58.5	19.2	22.2
12. Rewards available	50.4	22.6	27.0
13. The number of students per class	72.1	10.1	17.9
14. Resources in the library	53.0	22.0	25.0
15. Second language program	32.5	23.3	44.2
16. Usefulness of courses	60.1	22.1	17.8
17. Availability of a counsellor	22.5	22.2	55.4

[1] Percentages may not total 100 because of rounding off.

Table 5.1

Parents' Views of School Program in Terms of Recommended Emphasis in the Future (N = 557)

	Program		Percentage	
		Less	Same	More
1.	Basic skills	0.4	43.5	56.1[1]
2.	For slow learners	2.2	37.9	59.9
3.	For the gifted	15.3	61.9	22.8
4.	Music - regular	13.9	63.7	22.4
5.	Music - band	28.9	53.8	17.2
6.	Fine Arts	10.2	70.2	19.6
7.	Core French	36.7	45.8	17.5
8.	French Immersion	61.3	27.9	10.9
9.	Other languages	46.2	35.4	18.4
10.	Counselling - career	4.1	34.0	61.9
11.	Counselling - personal	3.1	36.0	60.9
12.	Native studies	35.3	56.1	8.7
13.	Work experience	12.1	52.6	35.2
14.	Life skills	3.0	35.1	61.9
15.	New programs	12.7	61.1	26.2
16.	Alternate programs	3.2	48.2	48.6
17.	Computer related	1.9	34.9	63.2

[1] Percentages may not total 100 because of rounding off.

Table 1

Parents' Views of School and System Operations (N = 537)

Percentages of positive responses in a rural Saskatchewan system

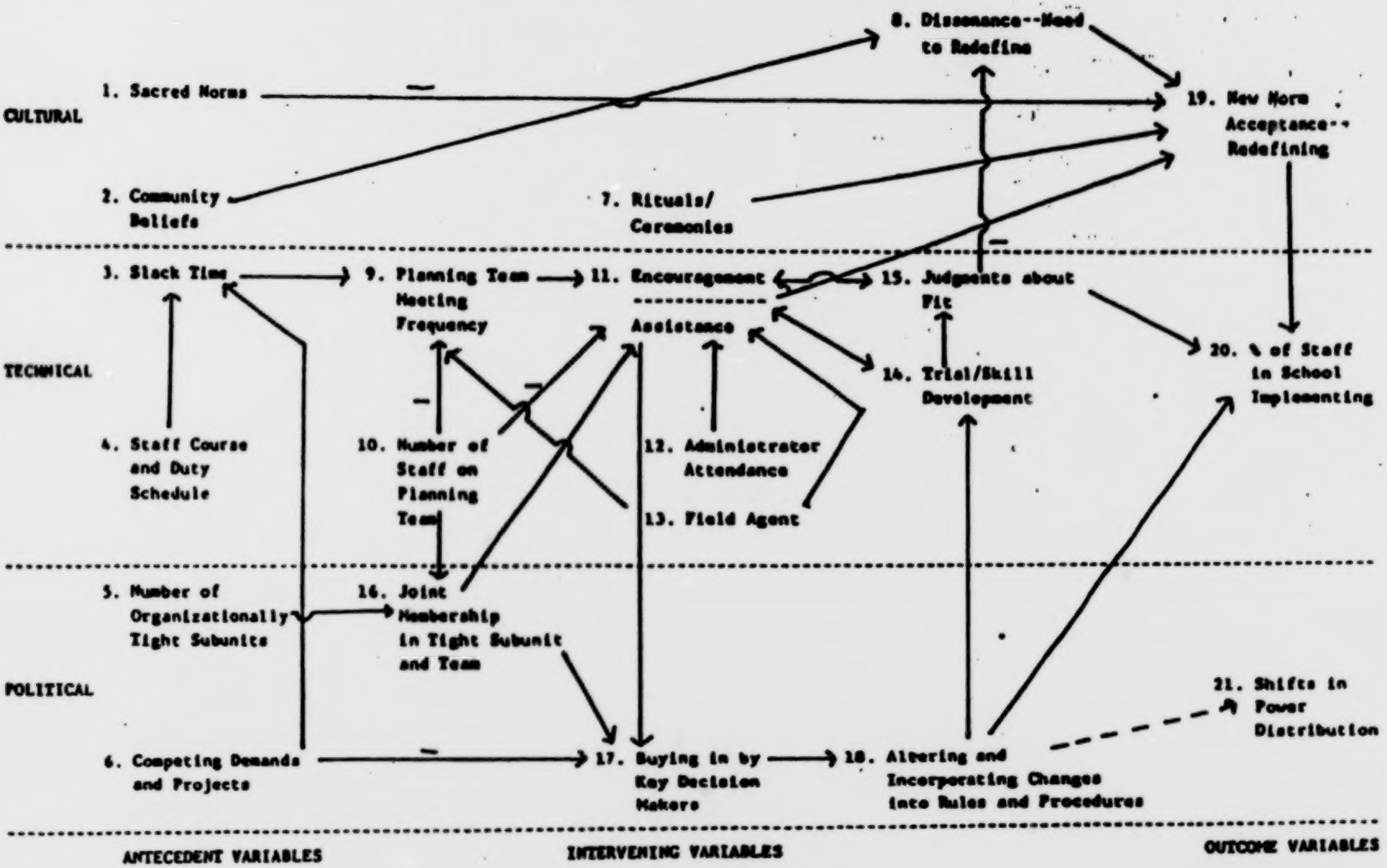
	School Operations (20 items)	System Operations (16 items)
Over 80%	School is kept clean, support staff friendly, a good school, I feel welcome at school	
70-79%	Homework, attendance, standards, reporting, student-teacher relations, students enjoy school	Buildings are kept in good repair
69-69%	Values at home and school, home-school communication, teachers, the principal, library, class size, teachers give extra help, discipline	Provision of an adequate educational program Principals
50-59%		Support staff, teachers
40-49%	Choice of courses Voice in school matters	
30-39%		Policy implementation, administrators listening to parents, leadership and direction, long range planning
Under 30%		Board members open to new ideas, governance, fiscal management, board response to parents, fair treatment of school, public voice, two-way communication with parents

APPENDIX B

PATHWAYS TO IMPLEMENTING CHANGE

- Corbett and Rossman

Figure 3 FANFARE AND FAILURE: PATHWAYS TO IMPLEMENTING CHANGE


CULTURAL
TECHNICAL
POLITICAL
1. Sacred Norms
2. Community Beliefs
3. Slack Time
4. Staff Course and Duty Schedule
5. Number of Organizationally Tight Subunits
6. Competing Demands and Projects
7. Rituals/ Ceremonies
8. Dissonance--Need to Redefine
9. Planning Team Meeting Frequency
10. Number of Staff on Planning Team
11. Encouragement
Assistance
12. Administrator Attendance
13. Field Agent
14. Trial/Skill Development
15. Judgments about Fit
16. Joint Membership in Tight Subunit and Team
17. Buying in by Key Decision Makers
18. Altering and Incorporating Changes into Rules and Procedures
19. New Norm Acceptance--Redefining
20. % of Staff in School Implementing
21. Shifts in Power Distribution
—
ANTECEDENT VARIABLES
INTERVENING VARIABLES
OUTCOME VARIABLES

Direct Relationship
Inverse Relationship

Causal Network for Studies of (1) Curriculum Change in 14 Schools and (2) Three Improving High Schools

Dick Corbett
Gretchen Rossman
Research For Better Schools
444 North Third Street
Philadelphia, PA 19123
(215) 574-9300

BEST COPY AVAILABLE

APPENDIX C

NORTH WEST ONTARIO SCHOOL BOARD'S COOPERATIVE SERVICES PROGRAM

- Matrix of services to clients
- Agreement

UMFREVILLE SERVICES TO CLIENTS

	BUS	S/O	EDUC	TSP	CAP	PD	RECRUIT
Atikokan RCSS	x	x	x		x	x	x
Caramat	x		x			x	x
Collins	x	x	x	x	x	x	x
Connell & Ponsford		x	x	x		x	x
Ignace RC	x		x		x	x	
Kashabowie	X	x					
Kilkenny						x	
Mine Centre	x	x	x			x	x
Nakina	x		x			x	x
Northern		x	x	x		x	x
Red Lake RC	x	x	x		x	x	x
Slate Falls	x	x	x	x	x	x	x
Sturgeon Lake	x	x				x	
Summer Beaver	x	x	x	x	x	x	x
Upsala	x	x	x	x	x	x	

Northwestern Ontario

School Boards'
Cooperative Services
Program

Agreement For School Boards,
Education Authorities and Private Schools

NORTHWESTERN ONTARIO SCHOOL BOARDS' COOPERATIVE SERVICES PROGRAM AGREEMENT FOR SCHOOL BOARDS, EDUCATION AUTHORITIES AND PRIVATE SCHOOLS

THIS AGREEMENT dated the 3rd day of December, 1993

BETWEEN:

The Boards that participate in the arrangements provided for in this agreement by executing a copy of the Form of Membership attached hereto as Appendix "A", subject to and in accordance with the terms of this Agreement.

(hereinafter referred to collectively as "Members" and individually as a "Member")

Being the parties to this agreement

This agreement witnesseth that, in consideration of the mutual covenants hereinafter contained and for other and valuable consideration, the Members covenant and agree as follows:

1. Interpretation

In this agreement:

(a) "Act" means the Education Act of the revised statutes of the Province of Ontario;

(b) "Agreement" means this agreement and all appendices attached to this agreement as they may be amended or supplemented from time to time;

(c) "Board" means any Board of Education, Roman Catholic Separate School Board, District School Area Board or any other board engaged in the provision of publicly funded education and defined as a board within the Act having under its care or jurisdiction not more than 1000 students; and/or any Education Authority engaged in the provision of education on an Indian Reserve and/or any private school engaged in the provision of elementary or secondary education;

(d) "Board of Directors" means the individuals who are appointed by members to serve as members of the Board of Directors hereunder;

(e) "Cooperative Services" means the services provided to a member or to members within the terms of this agreement;

(f) "Member" means a "Board" as defined in this agreement which has executed this agreement.

(g) "Participant" means a board, whether member or non-member, which, with the approval of the Board of Directors, agrees to purchase one or more of the services provided through the School Boards' Cooperative Program.

(h) "year" means the twelve month period from September 1st in each year to August 31st in the following calendar year;

(i) "northwestern Ontario" means the geographical districts of: District of Thunder Bay, District of Fort-Frances-Rainy River; and District of Kenora.

2. Purpose of this Agreement

This agreement is made for the purpose of enabling the Members, or the Participants, through the program formed hereunder, to purchase by election one or more of the services made available through the program established through this Agreement, or any other services as may become available hereafter through this

3. Name of the Program

The name of the Program established under this Agreement shall be the "Northwestern Ontario School Boards' Cooperative Services Program" (hereinafter referred to as the "School Boards' Cooperative Program").

4. Members' Qualification

Membership in the School Boards' Cooperative Program shall be open to any Board, as defined herein, whose jurisdiction lies in northwestern Ontario, subject to compliance with the terms of this agreement, and shall be restricted to Boards in this region.

5. Effective Date of Membership

(a) A Board wishing to become a member in the School Boards' Cooperative Program and one of the Parties to this Agreement, shall complete and execute a form of membership. annexed to this agreement as Appendix "A," in duplicate under the seal of the Board and send or deliver the executed forms to the School Boards' Cooperative Program in accordance with this Agreement. The Form of Membership shall be kept with and appended to the copy of this Agreement held by the School Boards' Cooperative Program , or maintained in a register of members in accordance with the by-laws of the program.

(b) A Board complying with this agreement to become a member before May 1st, 1994 shall be a founding Member, and shall have their membership effective and be a Member as of May 1st, 1994. A founding Member shall have the same rights and privileges as a Member and also any additional rights and privileges as enumerated in this agreement.

(c) A Board complying with this agreement to become a Member after May 1st, 1994 shall have its membership effective and be a Member as of September 1st following the receipt of their application (the "effective date of membership") by the School Boards' Cooperative Program. During the period from the receipt of the application for membership and prior to the membership becoming effective, the Board can be a Participant in the programs of the School Boards' Cooperative Program with status as a Participant and not as a Member until such date as the membership is effective.

6. Length of Membership

(a) Any Board that becomes a founding Member of the School Boards' Cooperative Program in accordance with this agreement shall be a Member until August 31st, 1997. The membership shall continue automatically for a further three years unless the written notice of intention to terminate, given prior to January 31st in accordance with subclause 8(a), is delivered to the School Boards' Cooperative Program Board of Directors.

(b) Any Board that becomes a Member, other than a founding Member, of the School Boards' Cooperative Program in accordance with this agreement shall be a Member for a period of three (3) years from the effective date of membership and the membership shall continue automatically for a further three (3) year period unless the written notice of intention to terminate, given prior to January 31st in accordance with subclause 8(a), is delivered to the School Boards' Cooperative Program Board of Directors.

7. Members

The members of the School Boards' Cooperative Program shall be those Boards who become parties to this Agreement by executing the Form of Membership, annexed as Appendix "A" to this agreement, and by complying fully as members in accordance with the terms of this Agreement.

8. Termination of Membership

(a) A Member may terminate its membership in the School Boards' Cooperative Program by giving written notice of its intention to terminate such membership in the form annexed as Appendix "B" and delivered in accordance with this agreement, provided notice of its intention to terminate such membership at the end of the minimum period of membership set out in clause six (6) above has been served prior to January 31st in the year in which the minimum membership period ends.

(b) Unless such notice is given, the Member's participation in the School Boards' Cooperative Program shall continue for a further period of membership unless terminated in accordance with the terms of this agreement.

(c) A notice of intention to terminate membership given contrary to the terms of this Agreement is of no effect. The board of directors may waive this requirement if in their discretion they feel it advisable.

9. Termination of Membership other than by a Member

(a) A Member who contravenes the terms of this Agreement may be terminated by a two-thirds majority of the complement of Members, at a meeting held for this purpose. Such meeting may be called by any two (2) Members by seven (7) day's written notice to each Member. The place of meeting shall be the principal office of the School Boards' Cooperative Program.

(b) If a member is to be terminated, a written Notice of Termination, in the form annexed to this Agreement as Appendix "G," shall be delivered to that member and the date of termination shall be indicated on the Notice.

10. No Further Rights and Obligations

(a) Any Member that terminates its membership, or whose membership in the School Boards' Cooperative Program is terminated for any reason, shall as of the date of termination have no further rights or be under any further obligations under this Agreement. Where the Member has initiated the termination in accordance with the terms of this Agreement, the date of termination shall be August 31st in the year in which the Notice of Intention to terminate is given. Where the membership has been otherwise terminated in accordance with the terms of this Agreement, the date of termination shall be specified in the Notice of Termination delivered to the Member. At all times, the Member shall continue to be liable for its share of any deficit arising from or under the contracts for services of the School Boards' Cooperative Program to the date of termination.

(be) Any Member that terminates its membership, or whose membership is terminated for any reason, in the School Boards' Cooperative Program, shall as of the date of termination have relinquished all control of, or rights to, any or all assets of the School Boards' Cooperative Program.

10. Dissolution or Merger of Boards

(1) If a Member is dissolved in accordance with the Act, its membership in the School Boards' Cooperative Program shall cease, subject to the fulfillment of any outstanding obligations under this Agreement, and this cessation shall be deemed a termination for the purpose of clause 10.

(2) If a Member merges with another Board (which may or may not be a Member), that merged Board shall be deemed to be a member, and should the merged Board no longer qualify as a Board as defined within this agreement, membership shall cease on August 31st in the year in which the merger of the Boards takes place, and this cessation shall be deemed a termination for the purpose of clause 10.

11. Participation in the School Boards' Cooperative Program and Purchase of Services

(a) Each service offered by the School Boards' Cooperative Program shall be available to Members and Participants of the School Boards' Cooperative Program upon completion and execution of one or more Forms of Participation (Appendix "C") in duplicate under the seal of the Board and delivery of the executed forms to the School Boards' Cooperative Program on or before the deadline for notice as determined by the Board of Directors. For greater certainty, a Member or a Participant may complete and execute additional Forms of Participation to elect additional services or types of service provided that:

(i) such additional Forms of Participation are executed and delivered to the School Boards' Cooperative Program on or before the deadline established by the Board of Directors preceding the September 1 on which the service(s) are to commence;

(ii) the provision of such service or services to Members and Participants has been approved by the Board of Directors; and

(iii) the September 1 on which a new service or services commence shall be the new effective date of the Member's participation in the School Boards' Cooperative Program.

(b) Any of the services purchased by a Member may be terminated by delivering a written Notice of Termination in the form annexed to this Agreement as Appendix "D," and the date of termination shall be as indicated on the Notice.

13. Term of Agreement

This Agreement shall be binding upon Members and shall remain in force until terminated in accordance with this Agreement and all obligations of Members have been met.

14. Power and Authority of the Board of Directors and the Attorney-in-Fact

Each Member hereby grants to the Board of Directors and the attorney-in-fact appointed hereunder, as the case may be, the power, responsibility and authority to implement and operate the School Boards' Cooperative Program and without limiting the foregoing:

(a) The Board of Directors shall appoint annually, at its first meeting after December 1st, a Chairperson and Vice-Chairperson and three other persons from among its members who shall be designated as the Executive of the Board of Directors, and shall meet as necessary to carry out such responsibilities as shall be delegated to the Executive by the Board of Directors through its by-laws;

(b) The initial Board of Directors appointed by the founding Members of the School Boards' Cooperative Program shall, at its first meeting after May 1st, 1994, appoint a Chairperson and Vice-Chairperson, and three other persons from among its members who shall be designated as the Executive of the Board of Directors and shall hold office until the date of the appointment referred to in subclause 14(a);

(c) The Members hereby appoint the individual holding office as the Chief Executive Officer of the School Boards' Cooperative Program, from time to time, attorney-in-fact for and on behalf of such Members to do such things and to sign such agreements as are necessary or desirable to implement the terms of this Agreement. This appointment as attorney-in-fact can be revoked by a majority vote of the members held at a meeting for that specific purpose, after giving the individual appointed attorney-in-fact an opportunity to reply to any questions or concerns of the Members;

(d) Except as otherwise provided in this Agreement, the Board of Directors is hereby directed by the Members to give approvals and to make decisions and determinations required or permitted to be given or made by the Members with respect to the School Boards' Cooperative Program and any matters arising from or by virtue of this Agreement. Without limiting the generality of the foregoing, the Members acknowledge and agree that the Board of Directors is authorized on behalf of and without further authority from the Members:

(i) to demand, collect and receive all moneys which may become due from the Members and/or Non-Member Participants under this Agreement or under any contract for services;

(ii) to retain an auditor, legal counsel and such other professional advisors as it considers advisable in order to perform its duties hereunder;

(iii) to retain an insurance agent, broker or adjuster as it considers advisable in order to perform its duties hereunder;

(iv) to open and operate in the name of the School Boards' Cooperative Program a separate account or accounts in a bank in order to deposit and distribute funds with respect to the operation of the School Boards' Cooperative Program;

(v) to request the attorney-in-fact to execute and to carry out all other Agreements which require execution with respect to this Agreement;

(vi) to invest funds not immediately required for the operation of the School Boards' Cooperative Program in interest bearing certificates issued by the chartered bank in which the account or accounts of the School Boards' Cooperative Program are held;

(vii) to pay all taxes, fees and other expenses relating to the orderly maintenance and management of the School Boards' Cooperative Program;

(viii) to approve annual budgets, to set fees and to monitor progress against objectives;

(ix) to hire a chief executive officer and other staff to conduct the affairs of the School Boards' Cooperative Program and handle the day-to-day operations of the School Boards' Cooperative Program;

(x) to appoint such committees in addition to the Executive Committee as may be deemed by the Board of Directors to be necessary or desirable for the operation of the School Boards' Cooperative Program, and to delegate to such committee such powers and duties as may be determined by the terms of reference establishing the committee;

(xi) to designate at its sole discretion any Education Authority or Private School that is engaged in the provision of services related to elementary or secondary education to be a "Board" for the purpose of this Agreement and the activities contemplated hereby;

(xii) to do and perform every other act and thing necessary or desirable to be done in order to fully carry out and perform the terms hereof, including the drawings of such additional rules or by-laws as the Board of Directors may consider necessary for the conduct of its meetings and the operation of the School Boards' Cooperative Program to carry out the intent and spirit of this Agreement.

15. Structure of the Board of Directors

(a) Each Member shall appoint to serve on the Board of Directors a member of its Board of Trustees or other governing body (who shall not be an employee of the Member) as may be deemed desirable by the Board of Trustees.

(b) If a Director resigns, the appropriate Member shall appoint forthwith a replacement.

16. Decisions of the Board of Directors and Quorum

All decisions of the Board of Directors shall require the approval of a majority of the members of the Board of Directors present and voting at a meeting, providing that a quorum is present at such meeting. In the case of a tie vote, the matter shall be defeated. A quorum shall consist of one more than fifty percent of the appointed members.

17. Limitation of Liability and Indemnity of Board of Directors Members

(a) No Director shall be liable for the acts, receipts, neglects or defaults of any other Director in any respect, or for any loss, damage or expense incurred by the School Boards' Cooperative Program or for the insufficiency or deficiency of any security in or upon which the moneys of the School Boards' Cooperative Program shall be invested, or for any loss or damage arising from the bankruptcy, insolvency or tortious acts of any person with whom any of the moneys, securities or effects of the School Boards' Cooperative Program or any member thereof may be deposited, or for any other loss, damage or misfortune whatever which shall happen in the execution of the duties of the office of the Director or in relation thereto unless the same is occasioned by the Director's own willful neglect or default; provided that nothing shall relieve the Director from the duty to act in accordance with this Agreement or from liability for any breach hereof.

(b) Every Director and every former Director, their heirs and legal representatives shall be indemnified and saved harmless by the Members from and against all costs, charges and expenses, including an amount paid to settle an action or satisfy a judgment reasonably incurred by the members in respect of any civil, criminal or administrative action or proceeding to which the Director is made a party by reason of being or having been a member of the Board of Directors if:

(i) the member acted honestly and in good faith with a view to the best interests of the School Boards' Cooperative Program; and

(ii) in the case of a criminal or administrative action or proceeding that is enforced by a monetary penalty, the Director had reasonable grounds for believing that the conduct was lawful.

Any Member required to pay any amounts under this clause shall have the right to require all other Members to make a *pro rata* contribution to any amount paid or payable hereunder based on the aggregate fees for service paid by such Members in the most recent fiscal year.

18. Indemnity of the Attorney-in-Fact and of the Chief Executive Officer

Notwithstanding any other provisions of this Agreement, the Members shall hereby jointly and severally indemnify and save harmless:

(a) the attorney-in-fact, and his or her heirs and legal representatives;

(i) against all costs, charges and expenses, including any amount paid to settle an action or satisfy a judgment reasonably incurred by him or her in respect of any civil, criminal or administrative action or proceeding to which he or she is made a party by virtue of being or having been the attorney-in-fact; and

(ii) against all costs, charges and expenses reasonably incurred by him or her in respect of any action by or on behalf of any Member or Members to procure a judgment in their favour to which he or she is made a party by virtue of being or having been the attorney-in-fact;

(b) the chief executive officer or any other senior executive officer, his respective heirs and legal representatives:

(i) against all costs, charges and expenses, including any amount paid to settle an action or satisfy a judgment reasonably incurred by him or her in respect of any civil, criminal or administrative action or proceeding to which he or she is made a party by virtue of being or having been the chief executive officer or other senior executive officer; and

(ii) against all costs, charges and expenses reasonably incurred by him or her in respect of any action by or on behalf of any Member or Members to procure a judgment in their favour to which he or she is made a party by virtue of being or having been the chief executive officer or other senior executive officer;

unless in either case, the same are occasioned by fraudulent, dishonest or criminal acts or omissions.

Any Member required to pay any amounts under this section shall have the right to require all other Members to make a *pro rata* contribution to any amount paid or payable hereunder based on the aggregate fees for service (proration) paid by such Members in the most recent fiscal year.

19. Liability Insurance

the School Boards' Cooperative Program may purchase and maintain insurance (i) for the benefit of any person referred to in Sections 17 and 18 against any liability incurred by the person in the capacity as a member of the Board of Directors, as attorney-in-fact or as chief executive officer or other senior executive officer, except where the liability relates to such person's failure to act honestly and in good faith, with a view to the best interests of the School Boards' Cooperative Program and (ii) for any other liability or potential liability as the Board of Directors deems to be necessary or desirable.

20. Meetings Generally

(a) The Board of Directors shall hold regular meetings at such times as it shall decide from time to time.

(b) The executive of the Board of Directors shall hold regular meetings at such times as the Board of Directors shall decide from time to time.

21. Notice

The Chairman of the Board of Directors, or other person designated by the Board of Directors, shall give each person notice, either orally or in writing, of the time and place of each meeting held under clause 20 not less than 72 hours before the meeting.

22. Location of Meetings

Meetings of the Board of Directors shall be held at such place as may be agreed upon by the Board of Directors from time to time.

23. Fiscal Period

Accounts for the School Boards' Cooperative Program shall be prepared and settled as of December 31st in each year.

24. Books and Records

Proper and complete books, records, reports and accounts of the School Boards' Cooperative Program shall be kept at the principal office of the School Boards' Cooperative Program. The said books and records shall reflect fully and accurately all transactions of the School Boards' Cooperative Program, and shall be maintained in accordance with generally accepted accounting principles.

25. Variation of Accounting Method

The Board of Directors may vary the provisions for accounting under this Agreement in accordance with generally accepted accounting principles.

26. Bank Accounts

(a) The bank(s) of the School Boards' Cooperative Program shall be such Canadian chartered bank or banks as the Board of Directors may from time to time determine. All moneys from time to time received on account of the School Boards' Cooperative Program shall be paid immediately into the bank in the same drafts, checks, bills or cash in which they are received.

(b) The Board of Directors may establish an imprest account(s) for the payment of expenses incurred in connection with the operation of the School Boards' Cooperative Program, which account shall be funded by transfers of funds from the general account as required. The amount of such account and the person or persons authorized to draw thereon shall be determined by the Board of Directors from time to time.

27. Signing Officers

(a) In addition to the Chairperson and Vice-Chairperson, the Board of Directors may appoint other signing officers and designate such responsibilities to such signing officers as the Board of Directors shall determine from time to time.

(b) Except where the Board of Directors has otherwise authorized the execution of documents on behalf of the Board of Directors , the execution of all documents on behalf of the Board of Directors shall be by any two (2) persons of the following five (5) persons: the Chairperson, the Vice-Chairperson, the attorney-in-fact and two (2) other persons appointed by the Board of Directors from time to time.

28. Obligation to Pay

Each Member covenants and agrees to pay forthwith when due any fees or other amounts required pursuant to the terms of this Agreement.

29. Termination of the School Boards' Cooperative Program

(a) the School Boards' Cooperative Program shall terminate upon the termination of the contracts for services (without any replacement thereof) by all Members.

(b) the School Boards' Cooperative Program shall be empowered to continue in operation for the limited purpose of winding up the affairs of the School Boards' Cooperative Program and, for such purpose, this Agreement shall remain in force and effect until all obligations of the School Boards' Cooperative Program have been fulfilled.

(c) The process of winding up the affairs of the School Boards' Cooperative shall include the sale of all its assets and the use of the proceeds of such sale to settle all its accounts payable or other pecuniary obligations.

(d) All moneys surplus to the needs of the School Boards' Cooperative under subclause 29(c) shall be transferred to the Northwestern Ontario Regional Office of the Ministry of Education and Training or its successor ministry.

GENERAL PROVISIONS

30. Notice

All notices, requests, demands or other communications by the terms hereof required or permitted to be given shall be given in writing and served personally, or sent by letter, postage prepaid, or shall be delivered, telephoned, telegraphed, sent by facsimile or other electronic means, or in such other manner as may be deemed appropriate, addressed:

(a) to each Member at the address noted on its Form of Membership; and

(b) to the School Boards' Cooperative Program at its principal office;

Northwestern Ontario School Boards' Cooperative Services Program
405 Isabella Street West
Thunder Bay, Ontario
P7E 5E5

or at such other address as may be given by any Member to the School Boards' Cooperative Program in writing from time to time, or as given by the Board of Directors to the Members as the address for notice to the School Boards' Cooperative Program.

31. Amendments

Subject to applicable law, this Agreement may be amended by written acknowledgement of not less than two thirds of the Members in the form of a duly executed Form of Amendment appended to this Agreement as Appendix "F".

32. Arbitration

If any dispute occurs among the parties hereto with respect to any matter arising out of this Agreement, the matter in dispute shall be settled by arbitration as follows:

(a) any Member may notify the Board of Directors in writing that a dispute has arisen;

(b) the Board of Directors is unable to resolve the dispute within forty five (45) days from receipt of notice of the dispute, the disputing Member and the Board of Directors shall within a further twenty (20) days, the "Period of Appointment," appoint an arbitrator, if they can agree on one; or

(c) failing such appointment within the Period of Appointment, each of the disputing Member and the Board of Directors shall within a further twenty (20) days each appoint an arbitrator; and

(d) within a further ten (10) days the two (2) arbitrators so appointed shall appoint a third arbitrator; and

(e) the arbitration shall proceed in accordance with the provisions of the *Arbitrations Act* (Ontario) and the decision of the arbitrator or arbitrators in any matter shall be final and binding on the parties in the dispute.

33. General Provisions

Reference to the male gender will include the female gender, and vice versa, unless the context otherwise requires. Words importing the singular number may be construed to extend to and to include the plural number, and words importing the plural number may be construed to extend to and include the singular.

IN WITNESS WHEREOF the parties hereto have subscribed to this Agreement by execution of two copies of the Form of Membership appended to this agreement as fully as they would have by executing a copy of this Agreement.

APPENDIX "B"
FORM OF TERMINATION OF MEMBERSHIP IN THE NORTHWESTERN ONTARIO SCHOOL BOARDS' COOPERATIVE SERVICES PROGRAM

Pursuant to the Agreement dated the 3rd day of December, 1993, entitled "Northwestern Ontario School Boards' Cooperative Services Program Agreement for School Boards, Education Authorities and Private Schools in Northwestern Ontario" (hereinafter referred to as the "Agreement") and amendments thereto,

(Name of Board)

(Address of Board)

(hereinafter referred to as the "Board"), hereby serves notice of its intention to withdraw from membership in the Northwestern Ontario School Boards' Cooperative Services Program. It is understood that in withdrawing from membership, the Board relinquishes all control of, or rights to, any or all assets of the Northwestern Ontario School Boards' Cooperative Services Program

In witness whereof the Board has caused to be affixed its corporate seal duly attested to by the hands of its proper officers duly authorized on that behalf.

Date: ____________________

(Name of Board)

(Chairperson)

(Secretary)

APPENDIX "D"
MEMBERS' FORM OF TERMINATION OF PARTICIPATION IN RECEIPT OF SERVICES PROVIDED BY THE NORTHWESTERN ONTARIO SCHOOL BOARDS' COOPERATIVE SERVICES PROGRAM

Pursuant to the Agreement dated the 3rd day of December, 1993, entitled "Northwestern Ontario School Boards' Cooperative Services Program Agreement for School Boards, Education Authorities and Private Schools in Northwestern Ontario" (hereinafter referred to as the "Agreement") and amendments thereto,

____
(Member)

hereby provides notice of its intention to terminate the purchase of services indicated below:

1. Business and Accounting Services ☐
2. Educational Consulting Services ☐
3. Professional Development and Conference Services ☐
4. Supervisory Officer Support Services ☐
5. Territorial Student Program Services ☐
6. Joint Projects Services ☐

under the Agreement dated December 3, 1993, entitled "Cooperative Services Program Agreement for School Boards in the Northwestern Region of the Province of Ontario" pursuant to Section 12, clause (c) thereof effective on the August 31 following the date below.

____
Date

____
Member

____
Authorized Signing Officer

APPENDIX "E"
NON-MEMBERS' FORM OF REQUEST FOR PARTICIPATION

Pursuant to the Agreement dated the 3rd day of December, 1993, entitled "Northwestern Ontario School Boards' Cooperative Services Program Agreement for School Boards, Education Authorities and Private Schools in Northwestern Ontario" (hereinafter referred to as the "Agreement") and amendments thereto,

____
(Name of Board)

____
(Address of Board)

(hereinafter referred to as the "Board"), hereby requests participation as a non-member in the Northwestern Ontario School Boards' Cooperative Services Program as follows: (Please complete all sections below:)

1. Business and Accounting Services ☐
2. Educational Consulting Services ☐
3. Professional Development and Conference Services ☐
4. Supervisory Officer Support Services ☐
5. Territorial Student Program Services ☐
6. Joint Projects Services ☐

The Board's execution of this Form of Request for Participation constitutes acknowledgement of and agreement to the details of service and cost annexed hereto.

In witness whereof the Board has caused to be affixed its corporate seal duly attested to by the hands of its proper officers duly authorized on that behalf.

Date: ____________________

____
(Name of Board)

____
(Chairperson)

____
(Secretary)

Participation authorized by the Program's Board of Directors on: ____________________

____
Program's Chairperson

APPENDIX "F"
FORM OF AMENDMENT OF THE AGREEMENT ENTITLED "NORTHWESTERN ONTARIO SCHOOL BOARDS' COOPERATIVE SERVICES PROGRAM AGREEMENT FOR SCHOOL BOARDS, EDUCATION AUTHORITIES AND PRIVATE SCHOOLS"

Pursuant to Section 31 of the Agreement dated the 3rd day of December, 1993, entitled "Northwestern Ontario School Boards' Cooperative Services Program Agreement for School Boards, Education Authorities and Private Schools" (hereinafter referred to as the"Agreement") and amendments thereto.

____
(Name of Member)

____
(Address of Member)

hereby agrees that the Agreement shall be amended as provided in the amending agreement dated

__________________ annexed hereto.

In witness whereof the Member has caused to be affixed its corporate seal duly attested to by the hands of its proper officers duly authorized in that behalf.

____
(Date)

____
(Name of Member)

____
(Chairperson)

____
(Secretary)

APPENDIX D

EDUCATIONAL REFORM IN NEW BRUNSWICK

- Ministerial Statement - Schools, Orderly Places of Learning
- Ministerial Statement - Community Involvement in Schools

New Brunswick

MINISTERIAL STATEMENT

SCHOOLS - ORDERLY PLACES OF LEARNING

September 1993

Education 2000

Schools - Orderly Places of Learning

The Minister of Education is committed to ensuring that schools and classrooms are orderly places of learning dedicated to the development of the potential of individual students and to the pursuit of excellence. Effective school and classroom discipline must be addressed through a collaborative approach among students, teachers, administrators, parents and the community. The Minister recognizes the responsibility of school boards in this area of concern and will support boards in the review and implementation of policies and procedures to ensure appropriate school and classroom behaviours.

The nature and quality of relationships within classrooms and throughout the school are critical factors in achieving New Brunswick's educational goals. Research has closely linked positive school and classroom environments with instructional effectiveness. Consequently, the right of a teacher to teach with dignity and the right of a student to learn in a classroom environment that is not only inviting, but also safe and secure, must be sacrosanct. A commitment to honour the dignity of each person - teachers and students - in an atmosphere of mutual respect will nurture self-esteem and provide the conditions necessary for high achievement.

The Minister's expectations for school and classroom behaviours are based on certain beliefs.

> Schools are places of learning where the primary role of the student is to learn and that of the teacher is to foster the learning process.
>
> Families have a major role in shaping student behaviour and must accept their responsibilities in relation to school discipline.
>
> Self-discipline is acquired through developmental processes and must be the ultimate goal of discipline policy and practice.
>
> Students have primary responsibility for their own behaviour, although school discipline is a collective responsibility to be shared among students, parents, teachers, counsellors, administrators, the school board, and the community.
>
> Every student has the right to be taught without disruption and has a corresponding responsibility not to deny this right to other students.
>
> Teacher behaviours have direct and significant influences on student behaviours. Effective teaching, therefore, greatly contributes to positive classroom and school discipline.

> Discipline must be positive, fair, equitable and consistent and clearly stated standards, expectations and consequences of behavior are necessary for students, teachers, parents, and administrators.

The Minister anticipates that school boards will consider the following four basic principles in the process of policy development or review:

1. policies should promote responsible relationships among students, school staff, families and the community in a positive and encouraging learning environment;
2. students and teachers should be involved in the development of policies and procedures which affect them;
3. policies should assure opportunities to develop acceptable social interaction skills; and
4. corrective interventions should be chosen primarily for their educational value.

Given these beliefs and principles the Minister of Education expects:

- that school boards will review their current policies and practices on school discipline to insure they are in keeping with these beliefs and principles;
- that school boards will insure that periodic reviews of school discipline and classroom management policies and practices are conducted;
- that school districts will provide appropriate in-service activities related to school and classroom behaviours as required;
- that, for a student whose behaviour is persistently and substantially disruptive, school districts - in consultation with the student's family - may provide alternative arrangements whereby such students will be assisted in continuing their education and modifying their behaviour with the expectation that they will be returned to a regular classroom setting as soon as practicable.

New Brunswick

COMMUNITY INVOLVEMENT IN SCHOOLS

September 1993

COMMUNITY INVOLVEMENT IN SCHOOLS

The involvement of parents and other community members in the public school education of children is an essential ingredient in quality education. Such a concept is not new as educators have, for many years, encouraged parents, both individually and through Home and School Associations, to take a strong and active interest in their child's school career. More recently, other community members, such as seniors, volunteer groups and the business sector, have demonstrated interest in and involvement with public education. Indeed, the objectives of many educational associations contain reference to encouraging the participation of all citizens in the education of children.

The educational partners in New Brunswick-- parents, teachers, administrators, trustees, and government-- support and commend the spirit of the initiative to have greater parental and community involvement in our school system. We believe that this initiative must:

a) recognize and respect the community involvement which has already been developed, and is operating successfully, throughout the province;

b) consider the diverse character of individual communities, recognizing that the level and nature of public involvement in the school system need not be the same in all areas;

c) provide the flexibility for the educational partners to foster and enhance community involvement within the framework of their individual roles and responsibilities.

Currently, school districts have established relationships with parents through an active network of Home and School Associations. Schools and districts have also developed other partnerships with community organizations, including the volunteer and business sectors. Many such partnerships have reciprocal benefit, such that the concept of Community Involvement in School is often reversed to include School Involvement in the Community. Clearly, the needs and priorities vary from district to district, and from school to school, as does the structure to meet local needs.

Recognizing the current contribution of Home and School Associations and other organizations, the Partners in Education are desirous of enhancing and increasing the level of community involvement in schools. This objective can best be accomplished through the cooperative efforts of students, parents, teachers, administrators, trustees, and other interested parties at the local level. School boards and district administrators are committed to develop, in each district, policies which encourage and promote community involvement in schools. They are further committed to work with parents, teachers, and others to design initiatives if not currently in place which connect the school to the community; promote understanding of and support for school programs; and focus on the quality of life and learning in schools.

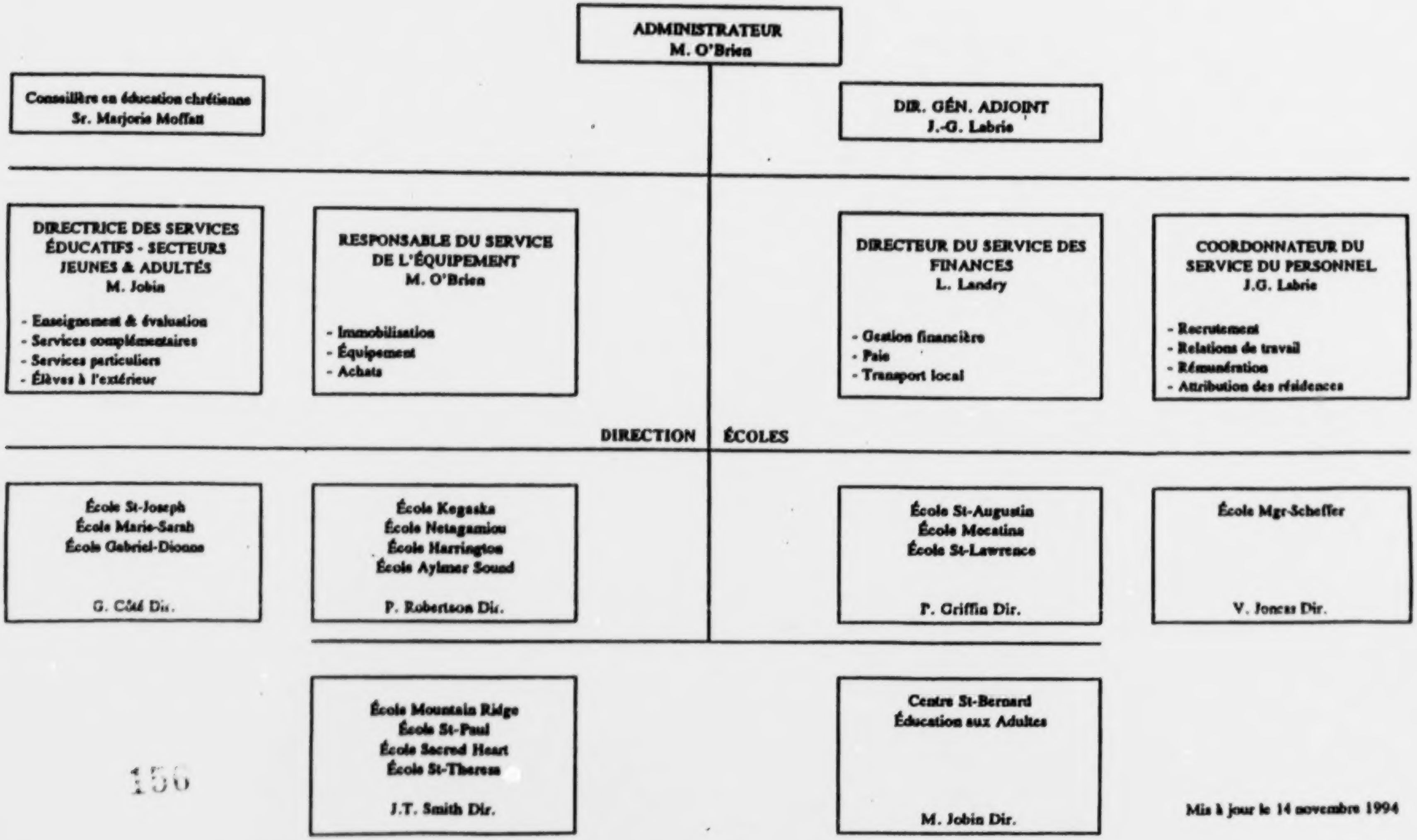
APPENDIX E

COMMISSION SCOLAIRE DU LITTORAL, QUÉBEC

Organizational Structure

Commission scolaire
du Littoral
1994-95

ORGANIGRAMME DE GESTION



ADMINISTRATEUR
M. O'Brien

Conseillère en éducation chrétienne
Sr. Marjorie Moffatt

DIR. GÉN. ADJOINT
J.-G. Labrie

DIRECTRICE DES SERVICES ÉDUCATIFS - SECTEURS JEUNES & ADULTES
M. Jobin

- Enseignement & évaluation
- Services complémentaires
- Services particuliers
- Élèves à l'extérieur

RESPONSABLE DU SERVICE DE L'ÉQUIPEMENT
M. O'Brien

- Immobilisation
- Équipement
- Achats

DIRECTEUR DU SERVICE DES FINANCES
L. Landry

- Gestion financière
- Paie
- Transport local

COORDONNATEUR DU SERVICE DU PERSONNEL
J.G. Labrie

- Recrutement
- Relations de travail
- Rémunération
- Attribution des résidences

DIRECTION ÉCOLES

École St-Joseph
École Marie-Sarah
École Gabriel-Dionne

G. Côté Dir.

École Kegaska
École Netagamiou
École Harrington
École Aylmer Sound

P. Robertson Dir.

École St-Augustin
École Mecatina
École St-Lawrence

P. Griffin Dir.

École Mgr-Scheffer

V. Joncas Dir.

École Mountain Ridge
École St-Paul
École Sacred Heart
École St-Theresa

J.T. Smith Dir.

Centre St-Bernard
Éducation aux Adultes

M. Jobin Dir.

Mis à jour le 14 novembre 1994

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APPENDIX F

SHARED SERVICES IN SASKATCHEWAN

Documentation

SHARED SERVICES DOCUMENTATION

Document	Description	Submit to	Conditions
Joint Agreement	Agreement between the participating school divisions respecting their interdependence	Submit one copy to: • Regional Director of Education	• Submit as soon as document has been completed, prior to operation of the Shared Services Unit • Submit original document only once. •Any changes to the agreement should be submitted by October 15 of the year in which the changes occurred
Shared Services Program Plan	Outline of the services to be delivered by personnel employed by the Shared Service Unit. • Includes: List of personnel, job descriptions, time allocations, service delivery model	Submit one copy to: • Regional Director of Education	• Submit by October 15 annually
Program Review and formative evaluation	Shared Services self-monitoring and self-assessment of annual program under SSPP	Submit one copy to: • Regional Director of Education	• Submit annually by October 15 of the year following the delivery of service
Personnel Statement	Record of personnel employed by Shared Services Unit	Submit one copy to: •Regional Coordinator of Special Education	• Submit annually by October 15 • Submit on Form 4 of the Fall Data Collection for Special Education
Financial Statement	Record of expenditures for Shared Services Unit based on grant from Saskatchewan Education, Training and Employment	Submit one copy to: •Regional Director of Education	Submit annually by February 15 for the previous calendar year

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APPENDIX G

ABORIGINAL EDUCATION BRANCH

Contract for Curriculum Development

Province of British Columbia
Ministry of Education

CONTRACT OPPORTUNITIES FOR SCHOOL DISTRICTS AND OTHER QUALIFYING AGENCIES

ABORIGINAL EDUCATION: LANGUAGE AND CULTURE CURRICULUM *DEVELOPMENT*

Ministry Branch Initiating Contract:	**Aboriginal Education Branch**
Contract Name:	**Aboriginal Language and Culture Curriculum *Development***
Contract Description:	**Contracts are for the *development* of relevant, locally-developed, Aboriginal language and culture curriculum**
Eligibility Requirements:	**Aboriginal/School District partnership should be clearly indicated throughout the duration of project, which must include the development of the workplan** **Completion of previous contract with final report, statement of expenditures, and materials submitted to the Ministry of Education (if applicable)**
Available Contract Amounts:	Up to $25,000 [redacted]**; Between $25,000 and $50,000**
Deadline for Application:	**4:00 p.m., November 15, 1994**

The total amount available for this opportunity for 1994 -1995 is $800,000. [redacted]

For further information, please see the detailed Contract Opportunity explanation on the following page(s).

Incomplete applications will not be considered.

The following items **MUST** be enclosed:

- detailed project description (including quantity, format, and description of each resource to be developed)
- workplan, including definitive timeline (completion date must be indicated)
- itemized project budget (including detailed breakdown of each expenditure)
- final report with statement of expenditures & materials developed with previous contribution(s) (unless submitted previously)
- resolution(s) or letters of support of sponsoring Aboriginal organizations
- Accountability Agreement signed by all sponsoring organizations

Specific questions may be directed to **Jeff Smith**, Coordinator. Phone **387-1544** at the Ministry of Education.

Aboriginal Language and Culture Curriculum *Development* Contracts

Proposals for the 1994-95 school year are invited for the **development** of Aboriginal language and culture curriculum for use in the public schools of British Columbia. Proposals must reflect collaboration between one or more Aboriginal organizations and school districts. Projects should have maximum benefit to the school district/Aboriginal community as a whole. Proposals which reflect current Ministry of Education direction, including the K - 12 Education Plan, the Skills Now initiative and the intended outcomes in the First Nations Studies Curriculum Assessment Framework will be given preference. This initiative is for the **development** of locally relevant language and culture curriculum.

Two ranges of contributions are available:

- [redacted] up to $25,000
- Between [redacted] $25,000 and $50,000

(Contract and reporting requirements for both ranges will be the same. The major difference between the two contribution ranges is the scope of the project.)

Proposals will be adjudicated according to the following criteria:

1. clearly articulated partnership between Aboriginal organization(s) and school districts(s) for the duration of the project. Both parties must demonstrate an ability to enter into a contract with each other;

2. clearly defined workplan including timelines and detailed budget;

3. potential benefit to the public school system (i.e. clear commitment to implement resources, targeted audience, etc.);

4. degree to which the curriculum reflects current directions in British Columbia education;

5. proven record with previous contribution(s) (if applicable);

6. equitable regional distribution;

7. inclusion of all required information;

8. indication that the financial support of the Aboriginal Education Branch of the Ministry of Education will be acknowledged on all written materials relating to the project.

Note:

- This initiative does not support the acquisition of capital equipment such as computers, video cameras, office space, or provide funding to attend conferences.
- The Ministry will provide support to print materials to the "camera-ready stage" and print runs of sufficient quantity to support local implementation (plus 100 copies provided to the Aboriginal Education Branch upon request). Funding for commercial duplication and distribution of materials will not be supported. Support for material printed will be based on projected costs and potential benefit to students affected.
- Admi~~[illegible]~~nistration overhead costs will not exceed 10% of the total budget, t. Sponsors are encouraged to use existing infrastructure of school systems and Aboriginal organizations.

The contract will be awarded to either the Aboriginal organization OR school district as specified in the attached Accountability Agreement.

Applications may include more information; however the attached original application, must be completed and included with submission. Proposals which do not have the attached application forms completed will not be considered. The application forms may be photocopied.

After the adjudication process, the Aboriginal Education Branch will prepare contracts for the successful proposals. The "contractor" will be the organization indicated in the Accountability Agreement and the contract will be forwarded to that organization for signature.

RETURN THE ATTACHED APPLICATION BY MAIL OR BY COURIER WITH ANY ENCLOSURES TO:

Jeff Smith
Coordinator
Aboriginal Education Branch
Ministry of Education
2nd Floor, 634 Humboldt Street
Victoria, BC V8V 1X4

Tele: (604) 387-1544

NOTE: FAXED OR COURIER COLLECT APPLICATIONS WILL NOT BE ACCEPTED.

Deadline for receipt of proposals: Fall Call: 4:00 p.m., November 15, 1994

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ABORIGINAL
LANGUAGE AND CULTURE CURRICULUM *DEVELOPMENT* CONTRACT

Application Form

Project Title: ____

Total Project Budget: ______________________________

Contribution Requested: ______________________________

Other Funding Source(s): ______________________________

____

Previous Funding Received [include year of funding & contract number (if applicable)]: ______________________________

____

Previous Source(s): ______________________________

____

For Office Use Only

Outline in detail the materials to be completed and provide a specific description of each resource to be developed (i.e. number and type of material). This will provide necessary information for preparation of the contract.

The following items MUST be enclosed:

- ☐ detailed project description (including quantity, format, and description of each resource to be developed);
- ☐ workplan, including timeline;
- ☐ itemized project budget (including detailed breakdown of each expenditure);
- ☐ final report with statement of expenditures & materials developed with previous contribution(s);
- ☐ resolution(s) of sponsoring Aboriginal organization(s); and
- ☐ Accountability Agreement, signed by all sponsoring organizations.

TO BE COMPLETED BY THE SPONSORING ABORIGINAL ORGANIZATION:

(Photocopy this page if more than one Aboriginal organization is involved)

Sponsoring Organization (Tribal Council, Band, Cultural Centre, Friendship Centre, etc.): ______

Contact Person and/or Project Manager: ______

Title: ______

Mailing Address: ______

Postal Code ______

Telephone: ______ Fax: ______

Describe the role of the Aboriginal Organization in the development of this proposal: ______

Describe the role of the Aboriginal Organization in this curriculum development project: ______

Is the Aboriginal Organization involved in any other projects under this initiative? ______

Yes ___ No ___ **Describe:** ______

TO BE COMPLETED BY THE SPONSORING ABORIGINAL ORGANIZATION:

ON BEHALF OF THE BAND/TRIBAL COUNCIL OR ABORIGINAL ORGANIZATION:

______ (Signature)

______ Name/Title (please print)

______ Date

*** Must have signing authority for Aboriginal organization, i.e. (Chief, President, Director, etc.)**

TO BE COMPLETED BY THE SPONSORING SCHOOL DISTRICT:

(Photocopy this page if more than one School District is involved)

Sponsoring School District:

Contact Person and/or Project Manager:

Title:

Mailing Address:

Postal Code:

Telephone:

Fax:

Describe the role of the School District in the development of this proposal:

Describe the role of the School District in this curriculum development project:

How will the School District implement the resources developed by this project:

Is the School District involved in any other projects under this initiative?

Yes ___ No ___ Describe:

TO BE COMPLETED BY THE SPONSORING SCHOOL DISTRICT(S):

ON BEHALF OF THE SCHOOL DISTRICT:

Superintendent of Schools (Signature)

School District Name/Number

Date

Aboriginal Language and Culture Curriculum *Development* Contract
Accountability Agreement 1994/95

Agreement between:
(Please list all sponsoring Aboriginal Organizations)

____

and:
(Please list all sponsoring school districts)

____

The above parties agree to the following:

THAT the above-noted parties have designated ______________________________
(name of organization)

of ______________________________
(mailing address)

to be the "Contractor" indicated in the 1994/95 Aboriginal Language and Culture Curriculum *Development* Contribution Agreement (the "Contractor") with the Ministry of Education and all payments made under the Contract will be payable to the Contractor.

THAT the Contractor will be accountable for provision of contracted services, agreed to under the Contract and will ensure that the performance standards, policies, procedures and terms outlined in the Contract are adhered to and maintained.

AND THAT
(Please indicate (√) either option 1 or 2 below)

1. ☐ the account for deposit of payments made under the Contract will have joint signing authority between the School District(s) and the Aboriginal Organization(s)

OR

2. ☐ the account for deposit of payments made under the Contract will not have joint signing authority between the School District(s) and the Aboriginal Organization(s). Instead, the designated signing authority shall be:

(name of signing officer)	*(organization)*

The parties hereto have duly executed this Agreement and agree with the above-mentioned terms and conditions. *(Please ensure that the appropriate __signing authority__ (ie. Superintendent, Secretary-Treasurer, Chief, Director, etc.) for each party involved signs this agreement - copies of this page may be made to accommodate extra signatures if necessary)*

Signature	Title	Aboriginal Organization
Name (Please print)	Date	
Signature	Title	School District
Name (Please print)	Date	

APPENDIX H

ALBERTA DISTANCE LEARNING CENTRE

ADLC Learning System - Course Components

ADLC LEARNING SYSTEM

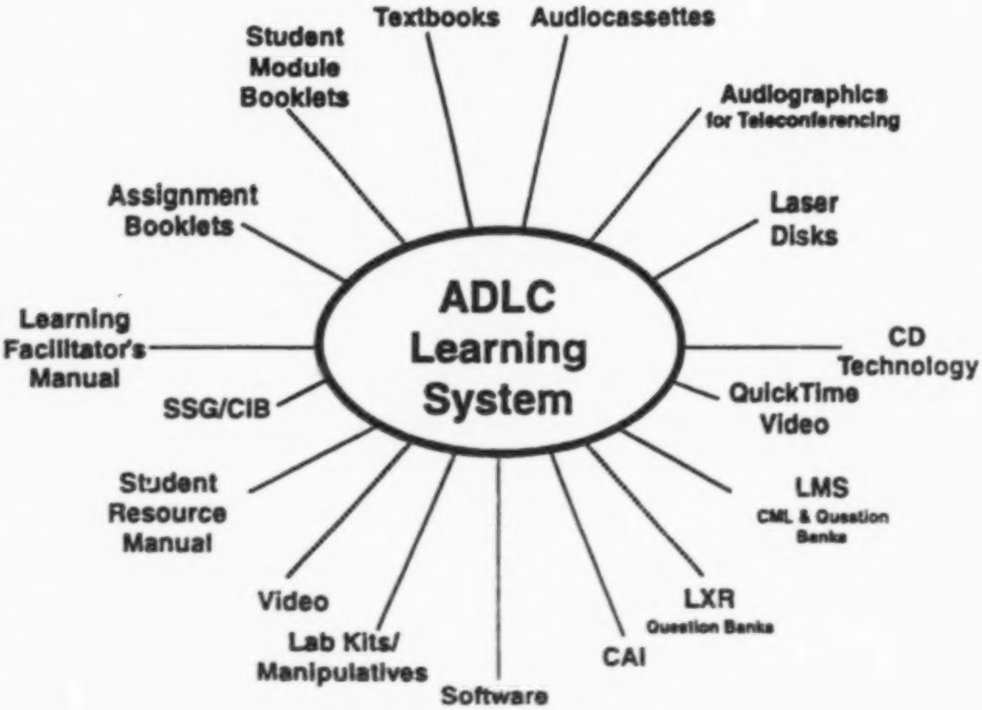
Components and Instructional Strategies

The Alberta Distance Learning Centre (ADLC) has developed a learning system that includes many components. Such a system offers students an opportunity to construct a meaningful learning environment suited to their personal needs.

The linear approach has been replaced with a multi-pathway approach. These pathways provide different routes through materials to suit different learners. The materials are student-centred rather than teacher-centred.

Students need to have options to promote different learning outcomes. Students have choices. They are required to actively interact with the instructional materials rather than to passively read the materials. Students work from the simple to the complex. They are guided to levels of critical and creative thinking. Students can structure their learning materials to their own situations. They can work independently at a distance or within a conventional classroom.

COURSE COMPONENTS


ADLC Learning System
Textbooks
Audiocassettes
Student Module Booklets
Audiographics for Teleconferencing
Assignment Booklets
Laser Disks
Learning Facilitator's Manual
CD Technology
SSG/CIB
QuickTime Video
Student Resource Manual
LMS CML & Question Banks
Video
LXR Question Banks
Lab Kits/ Manipulatives
CAI
Software

The following section provides the specifics.

APPENDIX I

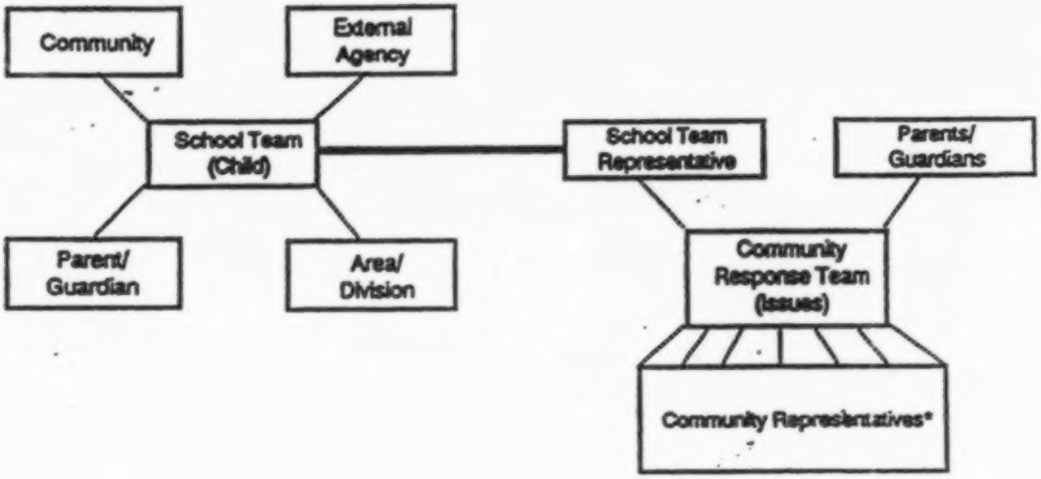
FRONTIER SCHOOL DIVISION

- Bridging School and Community Response Teams
- Board Priorities Development Process
- Student Needs Referral Process

Linking the School and Community

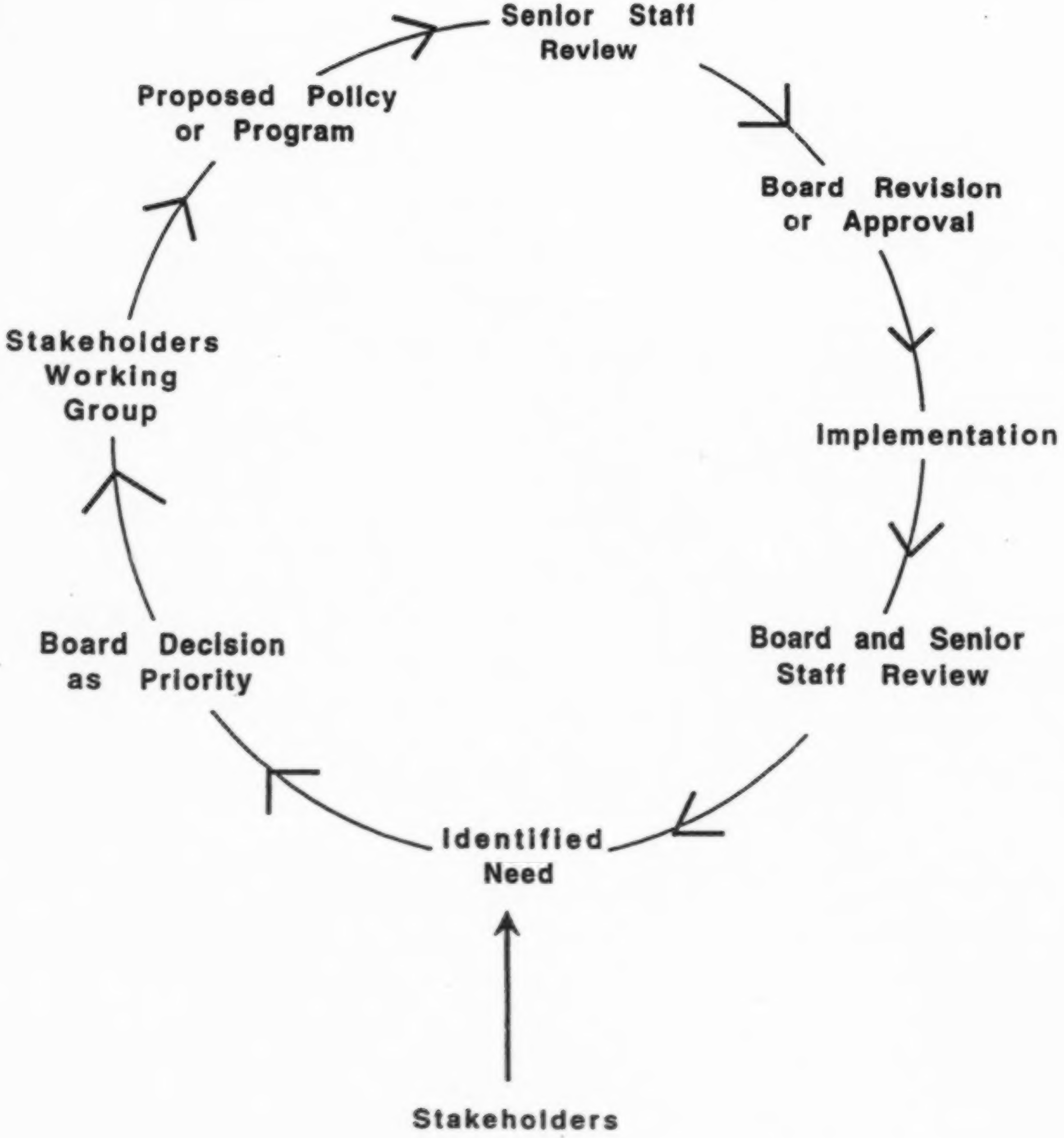
Bridging between the School Team and the Community Response Team is depicted in Figure 6. A school team representative(s), when invited, will sit on the community response team and communicate issues adversely affecting development of children while respecting the privacy of the individual child and his/her family.

BRIDGING THE SCHOOL AND COMMUNITY RESPONSE TEAMS

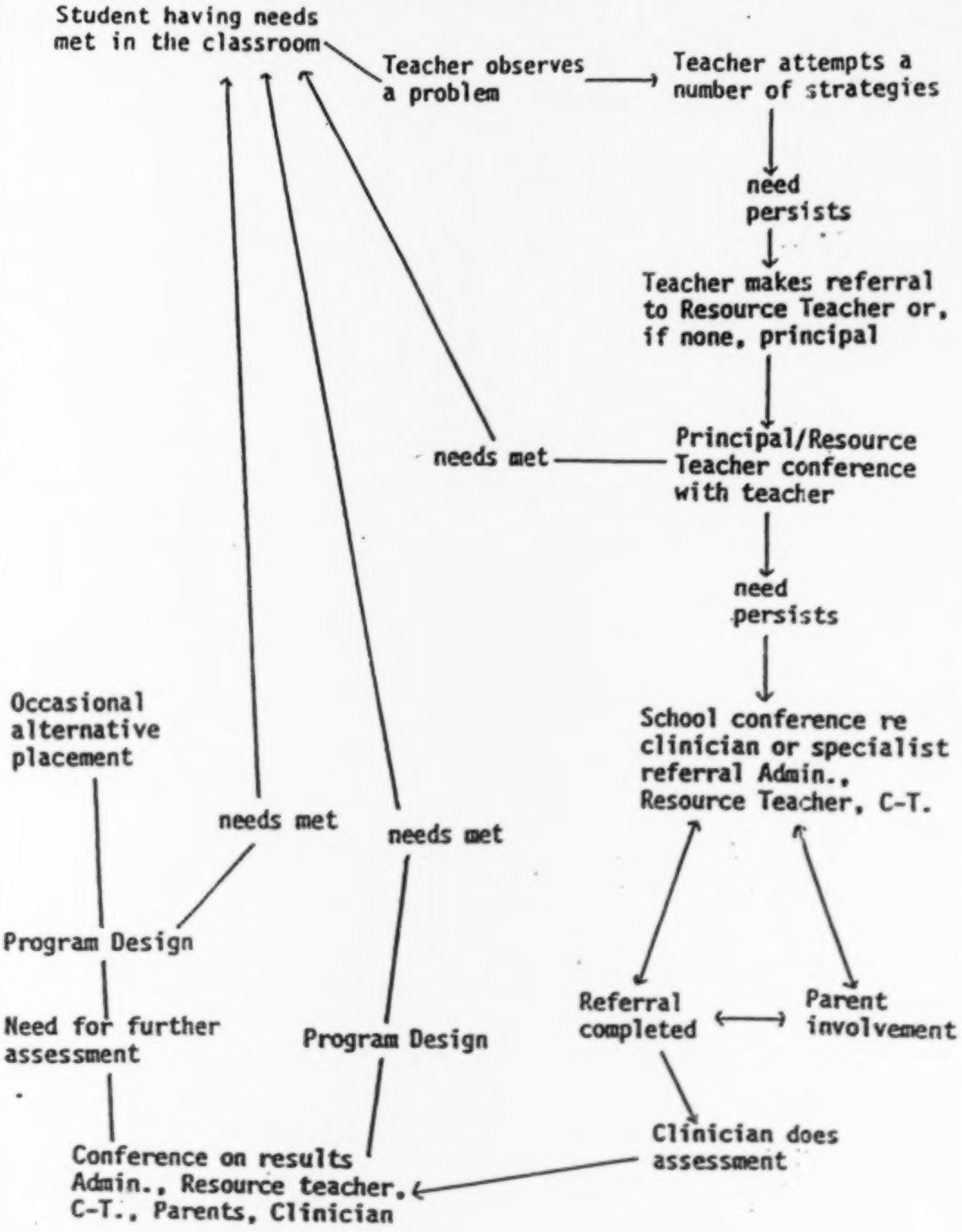

Community
External Agency
School Team (Child)
School Team Representative
Parents/ Guardians
Parent/ Guardian
Area/ Division
Community Response Team (Issues)
Community Representatives*

(Figure 6)

BOARD PRIORITIES DEVELOPMENT PROCESS


Senior Staff Review
Board Revision or Approval
Implementation
Board and Senior Staff Review
Identified Need
Board Decision as Priority
Stakeholders Working Group
Proposed Policy or Program
Stakeholders

REFERRAL PROCESS


Student having needs met in the classroom
Teacher observes a problem
Teacher attempts a number of strategies
need persists
Teacher makes referral to Resource Teacher or, if none, principal
Principal/Resource Teacher conference with teacher
needs met
need persists
School conference re clinician or specialist referral Admin., Resource Teacher, C-T.
Referral completed
Parent involvement
Clinician does assessment
Conference on results Admin., Resource teacher, C-T., Parents, Clinician
Program Design
needs met
Need for further assessment
Program Design
needs met
Occasional alternative placement

APPENDIX J

UNITED STATES' REGIONAL EDUCATIONAL LABORATORIES

- Goals 2000: Educate America Act - Titles
- Section 319 - State and Local Government Control
- Regional Educational Laboratories - Legislation

LEGI-SLATE Report for the 103rd Congress Thu, April 14, 1994 3:43pm (EDT)

H.R. 1804 **QUICK BILL**
H.R. 1804, As finally approved by the House and Senate (Enrolled)

H. R. 1804
One Hundred Third Congress

of the

United States of America
AT THE SECOND SESSION
Begun and held at the City of Washington on Tuesday, the twenty-fifth day of
January, one thousand nine hundred and ninety-four

An Act

To improve learning and teaching by providing a national framework for education reform; to promote the research, consensus building, and systemic changes needed to ensure equitable educational opportunities and high levels of educational achievement for all students; to provide a framework for reauthorization of all Federal education programs; to promote the development and adoption of a voluntary national system of skill standards and certifications; and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) Short Title.--This Act (other than titles V and IX) may be cited as the "Goals 2000: Educate America Act".

(b) Table of Contents.--The table of contents is as follows:

Sec. 1. Short title; table of contents.
Sec. 2. Purpose.
Sec. 3. Definitions.

TITLE I--NATIONAL EDUCATION GOALS

Sec. 101. Purpose.
Sec. 102. National education goals.

TITLE II--NATIONAL EDUCATION REFORM LEADERSHIP, STANDARDS, AND ASSESSMENTS

Part A--National Education Goals Panel

Sec. 201. Purpose.
Sec. 202. National Education Goals Panel.
Sec. 203. Duties.
Sec. 204. Powers of the Goals Panel.
Sec. 205. Administrative provisions.
Sec. 206. Director and staff; experts and consultants.

Sec. 207. Early childhood assessment.

Part B--National Education Standards and Improvement Council
Sec. 211. Purpose.
Sec. 212. National Education Standards and Improvement Council.
Sec. 213. Duties.
Sec. 214. Annual reports.
Sec. 215. Powers of the Council.
Sec. 216. Publication for public comment.
Sec. 217. Administrative provisions.
Sec. 218. Director and staff; experts and consultants.
Sec. 219. Opportunity-To-Learn Development Grant.
Sec. 220. Assessment development and evaluation grants.
Sec. 221. Evaluation.

Part C--Leadership in Educational Technology
Sec. 231. Purposes.
Sec. 232. Federal leadership.
Sec. 233. Office of educational technology.
Sec. 234. Uses of funds.
Sec. 235. Non-Federal share.
Sec. 236. Office of training technology transfer.

Part D--Authorization of Appropriations
Sec. 241. Authorization of appropriations.

TITLE III--STATE AND LOCAL EDUCATION SYSTEMIC IMPROVEMENT
Sec. 301. Findings.
Sec. 302. Purpose.
Sec. 303. Authorization of appropriations.
Sec. 304. Allotment of funds.
Sec. 305. State applications.
Sec. 306. State improvement plans.
Sec. 307. Secretary's review of applications; payments.
Sec. 308. State use of funds.
Sec. 309. Subgrants for local reform and professional development.
Sec. 310. Availability of information and training.
Sec. 311. Waivers of statutory and regulatory requirements.
Sec. 312. Progress reports.
Sec. 313. Technical and other assistance regarding school finance equity.
Sec. 314. National leadership.
Sec. 315. Assistance to the outlying areas and to the Secretary of the Interior.
Sec. 316. Clarification regarding State standards and assessments.
Sec. 317. State planning for improving student achievement through integration of technology into the curriculum.
Sec. 318. Prohibition on Federal mandates, direction, and control.
Sec. 319. State and local government control of education.

TITLE IV--PARENTAL ASSISTANCE
Sec. 401. Parental information and resource centers.
Sec. 402. Applications.
Sec. 403. Uses of funds.
Sec. 404. Technical assistance.
Sec. 405. Definitions.
Sec. 406. Reports.
Sec. 407. General provision.
Sec. 408. Authorization of appropriations.

TITLE V--NATIONAL SKILL STANDARDS BOARD

Sec. 501. Short title.
Sec. 502. Purpose.
Sec. 503. Establishment of National Board.
Sec. 504. Functions of the National Board.
Sec. 505. Deadlines.
Sec. 506. Reports.
Sec. 507. Authorization of appropriations.
Sec. 508. Definitions.
Sec. 509. Sunset provision.

TITLE VI--INTERNATIONAL EDUCATION PROGRAM

Sec. 601. International Education Program.

TITLE VII--SAFE SCHOOLS

Sec. 701. Short title; statement of purpose.
Sec. 702. Safe schools program authorized.
Sec. 703. Eligible applicants.
Sec. 704. Applications and plans.
Sec. 705. Use of funds.
Sec. 706. National activities.
Sec. 707. National cooperative education statistics system.
Sec. 708. Reports.
Sec. 709. Coordination of Federal assistance.

TITLE VIII--MINORITY-FOCUSED CIVICS EDUCATION

Sec. 801. Short title.
Sec. 802. Purposes.
Sec. 803. Grants authorized; authorization of appropriations.
Sec. 804. Definitions.
Sec. 805. Applications.

TITLE IX--EDUCATIONAL RESEARCH AND IMPROVEMENT

Sec. 901. Short title.
Sec. 902. Findings.

Part A--General Provisions Regarding the Office of Educational Research and Improvement

Sec. 911. Repeal.
Sec. 912. Office of Educational Research and Improvement.
Sec. 913. Assistant Secretary for Educational Research and Improvement.
Sec. 914. Savings provision.
Sec. 915. Existing grants and contracts.

Part B--National Educational Research Policy and Priorities Board

Sec. 921. Establishment within Office of Educational Research and Improvement.

Part C--National Research Institutes

Sec. 931. Establishment within the Office of Educational Research and Improvement.

Part D--National Education Dissemination System

Sec. 941. Establishment within Office of Educational Research and Improvement.

Part E--National Library of Education

Sec. 951. Establishment within Office of Educational Research and Improvement.

Part F--Star Schools

Sec. 961. Star schools.

Part G--Office of Comprehensive School Health Education

Sec. 971. Office of Comprehensive School Health Education.

Part H--Field Readers

Sec. 981. Field readers.

Part I--Amendments to the Carl D. Perkins Vocational and Applied Technology Education Act

Sec. 991. National Occupational Information Coordinating Committee.

TITLE X--MISCELLANEOUS

Part A--Miscellaneous Provisions

Sec. 1011. School prayer.
Sec. 1012. Funding for the Individuals with Disabilities Education Act.
Sec. 1013. National Board for professional teaching standards.
Sec. 1014. Forgiveness of certain overpayments.
Sec. 1015. Study of goals 2000 and students with disabilities.
Sec. 1016. Amendments to summer youth employment and training program.
Sec. 1017. Protection of pupils.
Sec. 1018. Contraceptive devices.
Sec. 1019. Assessments.
Sec. 1020. Public schools.
Sec. 1021. Assessment of educational progress activities.
Sec. 1022. Sense of the Congress.

Part B--Gun-free Schools

Sec. 1031. Short title.
Sec. 1032. Gun-free requirements in elementary and secondary schools.

Part C--Environmental Tobacco Smoke

Sec. 1041. Short title.
Sec. 1042. Definitions.
Sec. 1043. Nonsmoking policy for children's services.
Sec. 1044. Preemption.

Part D--Midnight Basketball League Training and Partnership

Sec. 1051. Short title.
Sec. 1052. Grants for midnight basketball league training and partnership programs.
Sec. 1053. Public housing midnight basketball league programs.

SEC. 2. PURPOSE.

The purpose of this Act is to provide a framework for meeting the National Education Goals established by title I of this Act by--

(1) promoting coherent, nationwide, systemic education reform;

(2) improving the quality of learning and teaching in the classroom and in the workplace;

(3) defining appropriate and coherent Federal, State, and local roles and responsibilities for education reform and lifelong learning;

(4) establishing valid and reliable mechanisms for--

(A) building a broad national consensus on American education allocation of State or local resources or mandate a State or any subdivision thereof to spend any funds or incur any costs not paid for under this Act.

SEC. 319. STATE AND LOCAL GOVERNMENT CONTROL OF EDUCATION.

(a) Findings.--The Congress finds as follows:

(1) Congress is interested in promoting State and local government reform efforts in education.

(2) In Public Law 96-88 the Congress found that education is fundamental to the development of individual citizens and the progress of the Nation.

(3) In Public Law 96-88 the Congress found that in our Federal system the responsibility for education is reserved respectively to the States and the local school systems and other instrumentalities of the States.

(4) In Public Law 96-88 the Congress declared the purpose of the Department of Education was to supplement and complement the efforts of States, the local school systems, and other instrumentalities of the States, the private sector, public and private educational institutions, public and private nonprofit educational research institutions, community based organizations, parents and schools to improve the quality of education.

(5) With the establishment of the Department of Education, Congress intended to protect the rights of State and local governments and public and private educational institutions in the areas of educational policies and administration of programs and to strengthen and improve the control of such governments and institutions over their own educational programs and policies.

(6) Public Law 96-88 specified that the establishment of the Department of Education shall not increase the authority of the Federal Government over education or diminish the responsibility for education which is reserved to the States and local school systems and other instrumentalities of the States.

(7) Public Law 96-88 specified that no provision of a program administered by the Secretary or by any other officer of the Department of Health, Education, and Welfare shall be construed to authorize the Secretary or any such officer to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution, school, or school system, over any accrediting agency or association or over the selection or content of library resources, textbooks, or other instructional materials by any educational institution or school system.

(b) Reaffirmation.--The Congress agrees and reaffirms that the responsibility for control of education is reserved to the States and local school systems and other instrumentalities of the States and that no action shall be taken under the provisions of this Act by the Federal Government which would, directly or indirectly, impose standards or requirements of any kind through the promulgation of rules, regulations, provision of financial assistance and otherwise, which would reduce, modify, or undercut State and local responsibility for control of education.

TITLE IV--PARENTAL ASSISTANCE

SEC. 401. PARENTAL INFORMATION AND RESOURCE CENTERS.

(a) Purpose.--The purpose of this title is--

(1) to increase parents' knowledge of and confidence in child-rearing activities, such as teaching and nurturing their young children;

(2) to strengthen partnerships between parents and professionals in meeting the educational needs of children aged birth through 5 and the working relationship between home and school;

(x) a listing of instructional materials available through telecommunications to local education agencies through the Public Broadcasting Service and State educational television networks; and

(xi) such other information and resources the Assistant Secretary considers useful and appropriate.

(D) Evaluations regarding other functions of network.--The Assistant Secretary shall also undertake projects to test and evaluate the feasibility of using the network described in subparagraph (A) for--

(i) the submission of applications for assistance to the Department of Education; and

(ii) the collection of data and other statistics through the National Center for Education Statistics.

(E) Training and technical assistance.--The Assistant Secretary, acting through the Office of Reform Assistance and Dissemination, shall--

(i) provide such training and technical assistance as may be necessary to enable the contractors and grantees described in clause (v) of subparagraph (A) to participate in the electronic network described in such subparagraph; and

(ii) work with the National Science Foundation to provide, upon request, assistance to State and local educational agencies, the Department of the Interior's Office of Indian Education Programs, tribal departments of education, State library agencies, libraries, museums, and other educational institutions in obtaining access to the Internet and the National Research and Education Network.

(h) Regional Educational Laboratories for Research, Development, Dissemination, and Technical Assistance.--

(1) Regional educational laboratories.--The Assistant Secretary shall enter into contracts with public or private nonprofit entities to establish a networked system of not less than 10 and not more than 12 regional educational laboratories which serve the needs of each region of the United States in accordance with the provisions of this subsection. The amount of assistance allocated to each laboratory by the Assistant Secretary shall reflect the number of local educational agencies and the number of school-age children within the region served by such laboratory, as well as the cost of providing services within the geographic area encompassed by the region.

(2) Regions.--The regions served by the regional educational laboratories shall be the 10 geographic regions in existence on the day preceding the date of the enactment of this title, except that in fiscal year 1996, the Assistant Secretary may support not more than 2 additional regional educational laboratories serving regions not in existence on the day preceding the date of enactment of this Act, provided that--

(A) the amount appropriated for the regional educational laboratories in fiscal year 1996 exceeds the amount appropriated for the regional educational laboratories in fiscal year 1995 by not less than $2,000,000;

(B) each such additional regional laboratory shall be supported by not less than $2,000,000 annually;

(C) the creation of any such additional laboratory region is announced at the time of the announcement of the competition for contracts for all regional educational laboratories;

(D) the creation of a regional educational laboratory that involves the combination or subdivision of a region or regions in existence on the day preceding the date of enactment of this Act in which States in 1 such region are combined with States in another such region does not result in any region in existence on such date permanently becoming part of a larger region, nor result in any such region permanently subsuming another region, nor creates within the continental United States a region that is smaller than 4 contiguous States, nor partitions a region in existence on the day preceding the date of the enactment of this Act to include less than 4 contiguous States included in the region on the day preceding the date of enactment of this Act;

(E) the Assistant Secretary has published a notice in the Federal Register inviting the public, for a period of not less than 60 days, to make recommendations with respect to the creation of 1 or 2 additional regional educational laboratories;

(F) the Assistant Secretary has solicited and received letters of support for the creation of any new region from the Chief State School Officers and State boards of education in each of the contiguous States that would be included in such new region.

(3) Duties.--Each regional educational laboratory receiving assistance under this section shall promote the implementation of broad-based systemic school improvement strategies and shall have as such laboratory's central mission and primary function to--

(A) develop and disseminate educational research products and processes to schools, teachers, local educational agencies, State educational agencies, librarians, and schools funded by the Bureau, as appropriate, and through such development and dissemination, and provide technical assistance, to help all students meet standards;

(B) develop a plan for identifying and serving the needs of the region by conducting a continuing survey of the educational needs, strengths, and weaknesses within the region, including a process of open hearings to solicit the views of schools, teachers, administrators, parents, local educational agencies, librarians, and State educational agencies within the region;

(C) provide technical assistance to State and local educational agencies, school boards, schools funded by the Bureau, as appropriate, State boards of education, schools, and librarians;

(D) facilitate school restructuring at the individual school level, including technical assistance for adapting model demonstration grant programs to each school;

(E) serve the educational development needs of the region by providing education research in usable forms in order to promote school improvement and academic achievement and to correct educational deficiencies;

(F) facilitate communication between educational experts, school officials, and teachers, parents, and librarians, to enable such individuals to assist schools to develop a plan to meet the National Education Goals;

(G) provide training in--

(i) the field of education research and related areas;

(ii) the use of new educational methods; and

(iii) the use of information-finding methods, practices, techniques, and products developed in connection with such training for which the regional educational laboratory may support internships and fellowships and provide stipends;

(H) use applied educational research to assist in solving site-specific problems and to assist in development activities;

(I) conduct applied research projects designed to serve the particular needs of the region only in the event that such quality applied research does not exist as determined by the regional education laboratory or the Department of Education;

(J) collaborate and coordinate services with other technical assistance providers funded by the Department of Education;

(K) provide support and technical assistance in--

(i) replicating and adapting exemplary and promising practices;

(ii) the development of high-quality, challenging curriculum frameworks;

(iii) the development of valid, reliable assessments which are linked to State, local, or Bureau-funded content and student performance standards and reflect recent advances in the field of educational assessment;

(iv) the improvement of professional development strategies to assure that all teachers are prepared to teach a challenging curriculum;

(v) expanding and improving the use of technology in education to improve teaching and learning;

(vi) the development of alternatives for restructuring school finance systems to promote greater equity in the distribution of resources; and

(vii) the development of alternative administrative structures which are more conducive to planning, implementing, and sustaining school reform and improved educational outcomes; and

(L) bring teams of experts together to develop and implement school improvement plans and strategies.

(4) Networking.--In order to improve the efficiency and effectiveness of the regional laboratories, the governing boards of the regional laboratories shall establish and maintain a network to--

(A) share information about the activities each laboratory is carrying out;

(B) plan joint activities that would meet the needs of multiple regions;

(C) create a strategic plan for the development of activities undertaken by the laboratories to reduce redundancy and increase collaboration and resource-sharing in such activities; and

(D) otherwise devise means by which the work of the individual laboratories could serve national, as well as regional, needs.

(5) Additional duties.--Each regional education laboratory receiving assistance under this subsection shall carry out the following activities:

(A) Collaborate with the Institutes established under section 931 in order to--

(i) maximize the use of research conducted through the Institutes in the work of such laboratory;

(ii) keep the Institutes apprised of the work of the regional educational laboratory in the field; and

(iii) inform the Institutes about additional research needs identified in the field.

(B) Consult with the State educational agencies and library agencies in the region in developing the plan for serving the region.

(C) Develop strategies to utilize schools as critical components in reforming education and revitalizing rural communities in the United States.

(D) Report and disseminate information on overcoming the obstacles faced by rural educators and rural schools.

(E) Identify successful educational programs that have either been developed by such laboratory in carrying out such laboratory's functions or that have been developed or used by others within the region served by the laboratory and make such information available to the Secretary and the network of regional laboratories so that such programs may be considered for inclusion in the national education dissemination system.

(6) Certain requirements.--In carrying out its responsibilities, each regional educational laboratory shall--

(A) establish a governing board that--

(i) reflects a balanced representation of the States in the region, as well as the interests and concerns of regional constituencies, and that includes teachers and education researchers;

(ii) is the sole entity that--

(I) guides and directs the laboratory in carrying out the provisions of this subsection and satisfying the terms and conditions of the contract award;

(II) determines the regional agenda of the laboratory;

(III) engages in an ongoing dialogue with the Assistant Secretary concerning the laboratory's goals, activities, and priorities; and

(IV) determines at the start of the contract period, subject to the requirements of this section and in consultation with the Assistant Secretary, the mission of the regional educational laboratory for the duration of the contract period;

(iii) ensures that the regional educational laboratory attains and maintains a high level of quality in the laboratory's work and products;

(iv) establishes standards to ensure that the regional educational laboratory has strong and effective governance, organization, management, and administration, and employs qualified staff;

(v) directs the regional educational laboratory to carry out the laboratory's duties in a manner as will make progress toward achieving the National Education Goals and reforming schools and educational systems; and

(vi) conducts a continuing survey of the educational needs, strengths, and weaknesses within the region, including a process of open hearings to solicit the views of schools and teachers.

(B) Comply with the standards developed by the Assistant Secretary and approved by the Board under section 912.

(C) Coordinate its activities, collaborate, and regularly exchange information with the Institutes established under section 941, the National Diffusion Network, and its Developer-Demonstrator and State Facilitator projects, learning grant institutions and district education agents assisted under subsection (i), the Educational Resources Information Center Clearinghouses, and other entities engaged in technical assistance and dissemination activities which are supported by other offices of the Department of Education.

(D) Allocate the regional educational laboratory's resources to and within each State in a manner which reflects the need for assistance, taking into account such factors as the proportion of economically disadvantaged students, the increased cost burden of service delivery in areas of sparse populations, and any special initiatives being undertaken by State, intermediate, local educational agencies, or Bureau-funded schools, as appropriate, which may require special assistance from the laboratory.

(7) Evaluations.--The Assistant Secretary shall provide for

independent evaluations of each of the regional educational laboratories in carrying out the duties described in paragraph (1) in the third year that such laboratory receives assistance under this subsection in accordance with the standards developed by the Assistant Secretary and approved by the Board and shall transmit the results of such evaluations to the relevant committees of the Congress, the Board, and the appropriate regional educational laboratory board.

(8) Invitation regarding competition for awards of assistance.--Prior to awarding a grant or entering into a contract under this section, the Secretary shall invite applicants, including the regional educational laboratories in existence on the day preceding the date of enactment of this Act, to compete for such award through notice in the Federal Register and in the publication of the Department of Commerce known as the Commerce Business Daily.

(9) Application for assistance.--Each application for assistance under this subsection shall--

(A) cover not less than a 5-year period;

(B) describe how the applicant would carry out the activities required by this subsection; and

(C) contain such additional information as the Secretary may reasonably require.

(10) Rule of construction.--No regional educational laboratory receiving assistance under this subsection shall, by reason of the receipt of that assistance, be ineligible to receive any other assistance from the Department of Education as authorized by law or be prohibited from engaging in activities involving international projects or endeavors.

(11) Advance payment system.--Each regional educational laboratory shall participate in the advance payment system at the Department of Education.

(12) Additional projects.--In addition to activities described in paragraph (3), the Assistant Secretary, from amounts appropriated pursuant to subsection (h), is authorized to enter into agreements with a regional educational laboratory for the purpose of carrying out additional projects to enable such regional educational laboratory to assist in efforts to achieve the National Education Goals and for other purposes.

(13) Plan.--Not later than July 1 of each year, each regional educational laboratory shall submit to the Assistant Secretary a plan covering the succeeding fiscal year, in which such laboratory's mission, activities, and scope of work are described, including a general description of--

(A) the plans such laboratory expects to submit in the remaining years of such laboratory's contract; and

(B) an assessment of how well such laboratory is meeting the needs of the region.

(14) Construction.--Nothing in this subsection shall be construed to require any modifications in the regional educational laboratory contracts in effect on the day preceding the date of enactment of this title.

(i) Goals 2000 Community Partnerships Program.--

(1) Purpose.--The purpose of the Goals 2000 Community Partnerships program is to improve the quality of learning and teaching in the most impoverished urban and rural communities of the United States by supporting sustained collaborations between universities, schools, businesses, and communities which apply and utilize the results of educational research and development.

(2) Grants for goals 2000 community partnerships.--The Assistant

Secretary is authorized to make grants to eligible entities to support the establishment of Learning Grant Institutions and District Education Agents and the activities authorized under this subsection within eligible communities.

(3) Definition of eligible entity and eligible community.--For the purposes of this subsection:

(A) The term "eligible entity" includes any institution of higher education, regional educational laboratory, National Diffusion Network project, national research and development center, public or private nonprofit corporation, or any consortium thereof, that--

(i) has demonstrated experience, expertise and commitment in serving the educational needs of at-risk students; and

(ii) is, by virtue of its previous activities, knowledgeable about the unique needs and characteristics of the community to be served.

(B) The term "eligible community" means a unit of general purpose local government (such as a city, township, or village), a nonmetropolitan county, tribal village, or a geographically distinct area (such as a school district, school attendance area, ward, precinct or neighborhood), or any group of such entities that--

(i) has a population of not less than 200,000 and not more than 300,000; and

(ii) in which not less than one-half of the school-age children have family incomes which are below the poverty line, as determined by the 1990 United States Census, participation in the National School Lunch program, or other current, reliable data concerning family income.

(4) Goals 2000 community partnerships.--Each learning grant institution receiving assistance under this subsection shall establish a Goals 2000 community partnership to carry out the activities authorized under this subsection. Such partnership--

(A) shall include the participation of one or more local educational agencies, institutions of higher education, community-based organizations, parents, teachers, and the business community;

(B) may include the participation of human, social service and health care agencies, Head Start and child care agencies, libraries, museums, employment and training agencies, and the State educational agency or tribal department of education; and

(C) shall be broadly representative of all segments of the community in which the activities will be carried out.

(5) Comprehensive goals 2000 plan.--Each Goals 2000 Community Partnership shall develop a comprehensive plan for assuring educational success and high achievement for all students in the community. Each such plan shall--

(A) adopt the National Education Goals;

(B) identify additional needs and goals for educational improvement within the community;

(C) focus on helping all students reach challenging content and student performance standards;

(D) be consistent with the State and local improvement plans for system-wide education improvement developed pursuant to title III;

(E) establish a comprehensive community-wide plan for achieving such goals; and

(F) develop a means for measuring the progress of the community in meeting such goals for improvement.

(6) Implementation of community-wide plan.--Each Goals 2000 Community Partnership shall, utilizing the District Education Agent, provide assistance in implementing the community-wide plan for educational

improvement by--

(A) supporting innovation, restructuring, and continuous improvement in educational practice by--

(i) disseminating information throughout the community about exemplary and promising educational programs, practices, products, and policies;

(ii) evaluating the effectiveness of federally funded educational programs within the community and identifying changes in such programs which are likely to improve student achievement;

(iii) identifying, selecting and replicating exemplary and promising educational programs, practices, products, and policies in both in- and out-of-school settings;

(iv) applying educational research to solve specific problems in the classroom, home and community which impede learning and student achievement; and

(v) supporting research and development by teachers, school administrators, and other practitioners which promise to improve teaching and learning and the organization of schools;

(B) improving the capacity of educators, school administrators, child care providers and other practitioners to prepare all students to reach challenging standards and to attain the goals set out in the comprehensive community-wide plan through such means as--

(i) the training of prospective and novice teachers (including preschool and early childhood educators) in a school setting under the guidance of master teachers and teacher educators;

(ii) training and other activities to promote the continued learning and professional development of experienced teachers, related services personnel, school administrators to assure that such teachers develop the subject matter and pedagogical expertise needed to prepare all students to reach challenging standards;

(iii) training and other activities to increase the ability of prospective, novice, and experienced teachers to teach effectively at-risk students, students with disabilities, students with limited-English proficiency, and students from diverse cultural backgrounds; and

(iv) programs to enhance teaching and classroom management skills, including school-based management skills, of novice, prospective, and experienced teachers;

(C) promoting the development of an integrated system of service delivery to children from birth through age 18 and their families by facilitating linkages and cooperation among--

(i) local educational agencies;

(ii) health and social services agencies and providers;

(iii) juvenile justice and criminal justice agencies;

(iv) providers of employment training; and

(v) child care, Head Start, and other early childhood agencies; and

(D) mobilizing the resources of the community in support of student learning and high achievement by facilitating effective partnerships and collaboration among--

(i) local educational agencies;

(ii) postsecondary educational institutions;

(iii) public libraries;

(iv) parents;

(v) community-based organizations, neighborhood associations, and other civic and community organizations;

(vi) child care, Head Start, and other early childhood agencies;

(vii) churches, synagogues and other religious institutions;

(viii) labor organizations; and

(ix) business and industry.

(7) Additional requirements.--In carrying out its responsibilities under this subsection, each partnership receiving assistance under this subsection shall--

(A) appoint a District Education Agent who shall be responsible, on a full-time basis, for directing the implementation of the community-wide plan, who shall have significant experience and expertise in the field of education in--

(i) addressing the needs of at-risk students; and

(ii) conducting educational research and promoting the application of the results of such research to educational practice;

(B) provide for such other professional and support personnel as may be necessary to implement the community-wide plan under the direction of the District Education Agent; and

(C) coordinate the partnership's activities and work cooperatively with the National Diffusion Network State facilitators, regional educational laboratories, and other components of the Office to utilize most effectively Federal research, development, and dissemination resources in implementing the community-wide plan.

(8) Application for grants.--Any eligible entity desiring a grant under this subsection shall submit an application to the Assistant Secretary at such time, in such manner, and accompanied by such information as the Assistant Secretary may reasonably require. Each such application shall--

(A) include a comprehensive plan for meeting the objectives and requirements of this subsection; and

(B) provide evidence of support for the application from local elected officials, the State educational agency, the local educational agency, parents, local community leaders, businesses, and other appropriate organizations.

(9) Priority in making grants; duration and amount of grant.--Each grant made under this subsection shall be--

(A) awarded on a competitive basis, with first priority given to those applications from communities with the greatest percentage of school-age children in families with poverty-level incomes;

(B) made for a 5-year period, with funding for the second and each succeeding year in such period conditioned upon a determination by the Assistant Secretary that the grant recipient has complied with the conditions of the grants during the previous year; and

(C) an amount equal to not less than $1,000,000 per year.

(10) Limitation of one grant per congressional district.--Not more than one grant under this subsection shall be awarded within a single congressional district.

(11) Technical assistance; evaluations.--In administering the program authorized under this subsection, the Assistant Secretary shall, either directly or through grant or contract with an eligible nonprofit agency--

(A) upon request, provide technical assistance to eligible entities to assist in the development of a comprehensive community-wide plan to meet the requirements of this subsection and in the preparation of applications for assistance;

(B) regularly provide technical assistance to learning grant institutions receiving assistance under this subsection to assist with the development and implementation of the comprehensive community-wide plan for educational improvement;

(C) provide for an independent evaluation of the activities assisted under this subsection, including--

(i) the impact of the Goals 2000 Community Partnerships program on children and families within each community, including effects on the extent of educational achievement, rates of school retention and completion, and enrollment in postsecondary educational programs; and

(ii) whether an intensified effort to apply and utilize educational research within a limited geographic area significantly improves student learning and achievement; and

(D) plan for the expansion of the Goals 2000 Community Partnerships program throughout the remainder of the United States beginning in fiscal year 1999.

(j) Teacher Research Dissemination Demonstration Program.--

(1) Findings.--The Congress finds that--

(A) education research, including research funded by the Office, is not having the impact on the schools of the United States that such research should;

(B) relevant education research and resulting solutions are not being adequately disseminated to and used by the teachers that need such research and solutions;

(C) there are insufficient linkages between the research and development centers assisted under this section, the regional educational laboratories described in subsection (h), the National Diffusion Network State facilitators, the Educational Resources Information Center Clearinghouses, the comprehensive technical assistance centers assisted under the Elementary and Secondary Education Act of 1965, and the public schools to ensure that research on effective practice is disseminated and technical assistance provided to all teachers;

(D) the average teacher has little time to plan or engage in a professional dialogue with peers about strategies for improved learning;

(E) teachers do not have direct access to information systems or networks;

(F) teachers have little control over what inservice education teachers will be offered; and

(G) individual teachers are not encouraged to move beyond the walls of their school buildings to identify and use outside resources.

(2) Establishment.--

(A) In general.--The Secretary is authorized to make grants to, and enter into contracts or cooperative agreements with, public and private agencies and organizations, including institutions of higher education, the regional education laboratories, and the research and development centers, or consortia thereof--

(i) to develop and carry out projects that demonstrate effective strategies for helping elementary and secondary education teachers, in both urban and rural areas, become knowledgeable about, assist in the design and use of, and use, education research, including education research carried out under this section; and

(ii) to develop, implement, and evaluate models for creation of teacher research dissemination networks.

(B) Priority.--In awarding grants and entering into contracts and cooperative agreements under subparagraph (A) the Secretary shall give priority to entities that have received Federal funds for research and dissemination.

(3) Applications.--

(A) In general.--An entity desiring to receive assistance under this subsection shall submit an application to the Secretary in such form, at such time, and containing such information and assurances as the Secretary may require.

(B) Contents.--Each such application shall describe how the project described in the application--

(i) was developed with the active participation of elementary and secondary school teachers;

(ii) will include the continuing participation of elementary and secondary school teachers in the management of the project;

(iii) is organized around one or more significant research topics;

(iv) will involve collaboration with entities that have received Federal funds for research and dissemination; and

(v) will sustain over time teacher research dissemination networks after Federal funding for such networks terminates.

(4) Use of funds.--Funds provided under this subsection may be used--

(A) to train elementary and secondary education teachers (particularly new teachers) about the sources of education research findings, including research findings available through activities supported by the Office, and how to access and use such findings to improve the quality of instruction;

(B) to develop simple formats, both administrative and technological, that allow elementary and secondary education teachers easy access to and use of education research findings;

(C) to share strategies and materials;

(D) to support professional networks;

(E) to survey teacher needs in the areas of research and development; and

(F) for other activities designed to support elementary and secondary education teachers in becoming knowledgeable about, assisting in the design of, and using, educational research.

(5) Stipends.--The Secretary may provide for the payment of such stipends (including allowances for subsistence and other expenses for elementary and secondary teachers), as the Secretary determines to be appropriate, to teachers participating in the projects authorized under this subsection.

(6) Coordination.--Recipients of funds under this subsection shall, to the greatest extent possible, coordinate their activities with related activities under the Elementary and Secondary Education Act of 1965.

(7) Report.--The Secretary shall, within 5 years of the date of enactment of this Act, submit to the Congress a report on the effectiveness of activities assisted under this subsection.

PART E--NATIONAL LIBRARY OF EDUCATION

SEC. 951. ESTABLISHMENT WITHIN OFFICE OF EDUCATIONAL RESEARCH AND IMPROVEMENT.

(a) In General.--There is established within the Department of Education a National Library of Education (hereafter in this section referred to as the "Library"), which shall be maintained by the Department of Education as a governmental activity.

(b) Functions of Library.--The functions of the Library are--

(1) to provide a central location within the Federal Government for information about education;

(2) to provide comprehensive reference services on matters related to